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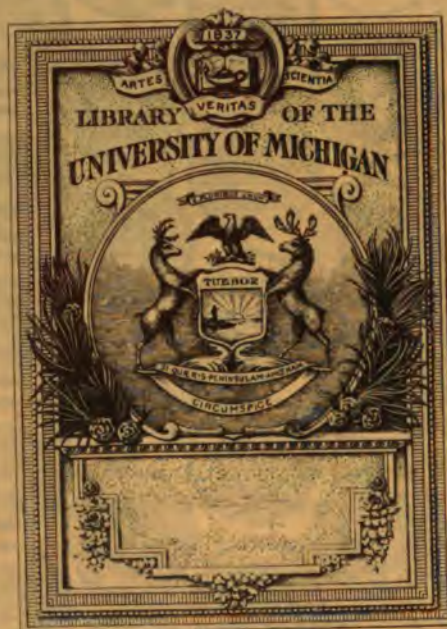
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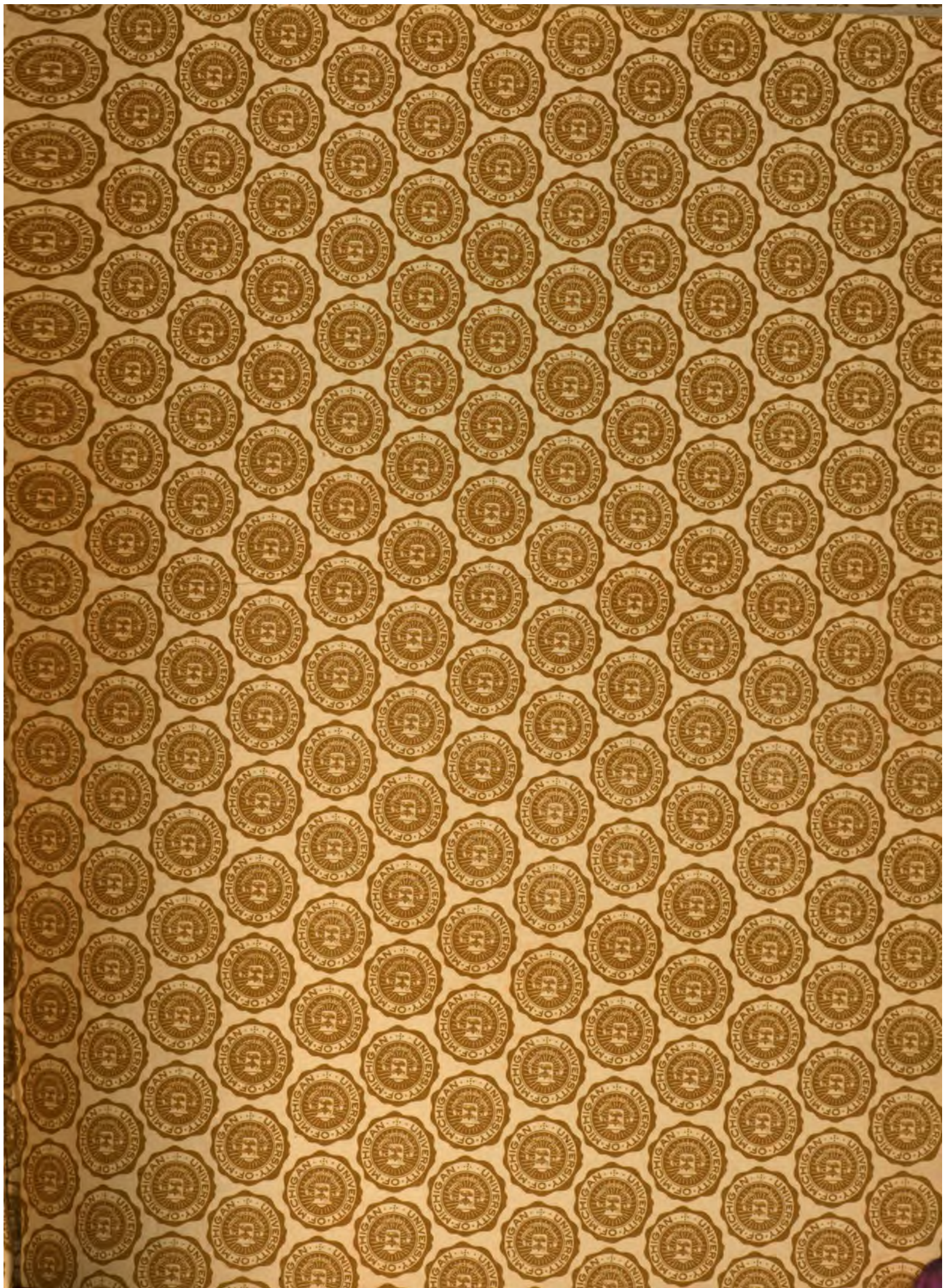
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UNITED STATES DEPARTMENT OF LABOR
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION

WAR EMERGENCY CONSTRUCTION
(HOUSING WAR WORKERS)

REPORT
OF THE
UNITED STATES HOUSING
CORPORATION

VOLUME I
ORGANIZATION, POLICIES, TRANSACTIONS



WASHINGTON
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¹ Although not noted on each separate illustration, every family unit (house, flat) has a bathroom.

LETTERS OF TRANSMITTAL.

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, January 3, 1920.

MY DEAR MR. PRESIDENT:

I have the honor to transmit herewith, in accordance with section 6 of the act of May 16, 1918, "An act to authorize the President to provide housing for war needs," a final report of the operations and transactions under and by virtue of the terms of that act.

Faithfully yours,

W. B. WILSON,
Secretary.

The PRESIDENT,
The White House.

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION,
UNITED STATES HOUSING CORPORATION.

SIR: In conformity with section 6 of the act of Congress approved May 16, 1918 (65th Cong., H. R. 10265), I have the honor to transmit herewith Volume I of the final report of the Bureau of Industrial Housing and Transportation.

This volume contains a general statement outlining the organization, policies, and working methods of the Bureau of Industrial Housing and Transportation and the United States Housing Corporation, followed by reports of each division, describing in detail their transactions. The work of the Architectural, Engineering, and Town Planning Divisions is covered in more detail in Volume II.

Respectfully yours,

LEROY K. SHERMAN, *Director.*

The honorable the SECRETARY OF LABOR,
Washington, D. C.

EDITOR'S NOTE.

The purpose of this final report of the United States Housing Corporation is to present a statement of the transactions of the Housing Corporation, in accordance with the terms of the act entitled "An act to provide housing for war needs." The organization, policies, and working methods of the Bureau of Industrial Housing and Transportation and of the United States Housing Corporation are covered in so far as is necessary to explain these transactions.

The report is submitted in two volumes. The first contains a general statement of the work of the bureau and the corporation, followed by reports of each division and of the more important committees established within the bureau. The second volume deals with the planning of houses, sites, and utilities, and contains architectural drawings and descriptions of each of the projects designed by the United States Housing Corporation.

The appendices of Volume I have been written by the managers of the divisions or the chiefs of sections. As there have been two or more managers of several of the divisions since the armistice, the names and dates of service of each are given. In such cases, unless otherwise stated, the division reports have been the products of successive or joint authorship. Generous assistance of past and present employees of the corporation in the preparation of tables and special statements has been so frequent that individual acknowledgment is not possible.

The files of the United States Housing Corporation contain valuable original material on many significant phases of housing policy which could not be covered in a report of limited scope and purpose such as this. A careful analysis of this material by competent authorities and a continuation of intercepted studies would be of use to the American public in formulating a wise housing policy for the future.

JAMES FORD,
Editor of Volume I.

CHAPTER I.

HOW THE HOUSING OF LABOR AFFECTED THE PRODUCTION OF WAR ESSENTIALS.

War needs and industrial organization—The need of adequate and efficient labor—How housing affects production—The housing shortage—Bad housing reduces output—How housing affects health—Housing conditions of war workers in the spring of 1918—Evidence of the effect on war industries—The gravity of the problem.

WAR NEEDS AND INDUSTRIAL ORGANIZATION.

When the United States Government became involved in the war upon the Central Powers it was forced immediately to arrange for the production of colossal quantities of war essentials. To win the war quickly and with minimum loss of life it was necessary to produce ships, munitions, and supplies not only in vast quantities but of superior quality and with utmost speed. It was necessary, therefore, to organize all the economic and social forces of America for maximum effectiveness.

Contracts of unparalleled magnitude for the manufacture of munitions and supplies and for the building of ships were entered into by the Federal Government. These contracts were made largely with firms already handling similar contracts for our European Allies—firms which had the technical experience and organization which would make possible a vast expansion of output. The activities of government arsenals, proving grounds, and navy yards were simultaneously increased by several hundred or even several thousand per cent.

THE NEED OF ADEQUATE AND EFFICIENT LABOR.

The efficiency of fighting forces is absolutely dependent upon the efficiency of the industrial organization which supplies and transports their food, clothing, munitions, and other equipment. Defect at any point in the industrial organization meant the postponing of victory and a needless waste of human life. It was indispensable, therefore, that all plants engaged in the production of war essentials should have an adequate supply of labor. It was equally indispensable that such labor should be in the highest degree efficient.

As the plants which produced the war materials were largely concentrated in a relatively restricted area, and as a large proportion of them also (because of the dangerous character of the material handled, or for other strategic reasons) were inevitably placed in regions remote from large cities, the problem of supplying the labor in the quantity needed was exceedingly difficult. Unskilled labor could frequently, but not

always, be drawn from the cities located nearest the plant. Skilled labor was secured with immense difficulty from all parts of the United States.

HOW HOUSING AFFECTS PRODUCTION.

Labor could not be held at these plants unless adequately sheltered. The quantity of labor was dependent upon the quantity of housing of suitable types available for any particular project. The quality of work performed was absolutely dependent upon the health and contentedness of the laborer. The health and contentedness of the laborer were in turn dependent upon the conditions under which he lived. The Federal government was, therefore, forced to consider both the quantity and quality of housing of all labor engaged, directly or indirectly, in the production of war essentials.

THE HOUSING SHORTAGE.

The housing shortage occurred in two types of communities. These were, first, cities such as Bridgeport, New London, and Erie, where huge contracts had been placed, and where the increased labor supply quickly exhausted all the available housing facilities. Second, there were remote communities where proving grounds, bag-loading plants, or other dangerous industries were necessarily placed and where no housing facilities whatsoever were available.

In the cities referred to the increase in the labor supply was very rapid, as, for example, in Bridgeport, where the increase had been continuous since 1914 because of the war orders placed by the Allied Governments. Under normal conditions housing for an existing or anticipated increase in population will be provided by private capital, but the rapidity and volume of the increase were under war conditions too great for private capital to compass. The difficulties of operative builders in meeting this situation were accentuated by the fact of a rapid rise in the cost of labor and materials and by the withdrawal of capital for other forms of investment. In the early days of the war there was a great deal of scattered private building, but the volume continuously decreased as the war

progressed. In the year 1918 after the establishment of the War Industries Board and the subsequent issuance of restrictions upon construction and transportation the volume of private construction became negligible. With each year of the war the housing shortage became more general and more acute, so that by the end of 1918 practically all American cities had failed to replace buildings lost by fire or obsolescence or to provide for the natural increase of population.

The manufacturers of war materials in nearly a hundred American cities found they would be unable to maintain a labor force sufficient to fulfill their contracts in time unless housing should be provided for their labor. In the more remote plants there was a shortage or absence of houses for all classes. In the cities unskilled labor could generally be recruited from the local supply, but no accommodations were available for skilled labor, which had to be brought in from outside. Many plants were able to find housing for unmarried men, but needed new construction for woman labor. Often employers were able to get labor by the promise of good wages, but were unable to retain it because they could provide housing only in quarters already overcrowded.

The shortage of houses also led to profiteering in rents, which was a source of serious discontent and caused vast numbers of employees to leave their jobs and return to the cities from which they had migrated.

BAD HOUSING REDUCES OUTPUT.

Not only was the available quantity of housing grossly inadequate but the quality of such housing as was available was also inadequate. Crowded and insanitary housing was responsible not only for a heavy labor turnover but also for inefficiency and discontent on the part of those operatives who, attracted by high wages, put up with unwholesome conditions and remained on the job.

HOW HOUSING AFFECTS HEALTH.

In cities where the housing shortage was acute the incoming laborer was forced either to crowd into dwellings already occupied by other families or to live in buildings which under normal conditions could not be rented because of poor construction, defective sanitation, or neglect. Such dwellings may affect the health of the laborer and his family in the following ways:

Through improper location on wet and imperfectly drained land the buildings, especially the lower stories, may be damp, and dampness tends to lower resistance to disease.

Through defective structure or bad repair there may be continuous danger to life and limb from accident.

Winding stairs take their annual toll in broken limbs; rotten flooring, insecure railings of stairs, and piazzas or fire escapes insecurely attached are the cause of many accidents and of consequent illness.

Through defective orientation, with reference both to the points of the compass and the neighboring buildings, tenants may be deprived of sunshine and even of adequate light. The absence of sunshine generally means dampness, cheerlessness, and for those thousands of flats which have no sunlighted room, reduced resistance and an increased exposure to disease, for sunshine is an effective germicide as well as a promoter of improved metabolism.

Through the crowding of many families in the same building, sharing the same halls and perhaps the same toilets, the chances of exposure to certain infectious and contagious diseases are increased.

Through crowding of population within the tenement, block, or district physical resistance is lowered, for, whether among rich or poor, density of population further adds to ill health by the nervous wear and tear which it entails. Where there is a large population there must be considerable traffic of persons passing in and out, and such traffic means noise, which in turn means nervous fatigue and sleeplessness. As sleep is essential to the repair of the body after the fatigue and wear and tear of the day's activities, the sleeplessness caused by crowded living must be considered one of the most serious of the sources of reduced resistance or ill health on the part of the tenement dweller.

Through the crowding of many persons into small rooms efficiency is also diminished. Crowding may be due to shortage of housing, poverty or ignorant racial habit. It almost inevitably means increased opportunities for communication of disease. Where there is crowding of lodgers in the same apartment with a family there are reduced opportunities for privacy and perhaps for the accepted decencies of life. This may be an occasion in conjunction with other causes for immorality with its train of sexual diseases, or for excessive sexual stimulation, especially on the part of the adolescent, resulting in perversions or neuroathenic tendencies.

Through inadequate plumbing or the use of undesirable or defective fixtures, cleanliness may be reduced and opportunity for transmission of diseases may be materially increased. Lack of water supply within an apartment makes personal cleanliness and house cleaning difficult. Broken or imperfectly trapped fixtures mean that the occupants must continually breathe sewer gas. Though sewer gas has been determined to be free of bacteria, its presence in an apartment may lead to discomfort, reduced appetite, and imperfect nutrition, and in extreme cases to nausea. Where fixtures must be shared by several families

there is danger of transmission of venereal diseases and of body parasites.

Through poor ventilation due to the habitual use of windowless rooms, of rooms on narrow closed courts, or even of rooms having only one window, where for reasons of privacy the door must be kept closed, there is at least discomfort from hot, humid, stale air, and probably reduced resistance to disease.

Through poor lighting ill health may be caused in a variety of ways. In the first place a room which is dark is likely to be dirty, because the dirt can not be seen. Such dirt may contain disease germs and may contaminate hands or throat and lungs. Families living and working in imperfectly lighted rooms are likely also to suffer from eyestrain. When members of the family do housework, sew, or read in such rooms for long periods there may result permanent impairment of the vision, of which chronic headaches are the usual symptom. Careful experiments by the Boston Board of Health have demonstrated also that the germs of tuberculosis can retain their virulence in such rooms for a period of more than two months. As one-tenth of the deaths in America are from tuberculosis, and as there are at least three living cases in our population for each death, and as also the industrial population changes residence frequently, the chances of transmission of this disease from one family to another should not be considered negligible, though other methods of transmission of this disease may be more common. If, as is frequently the case, all of the rooms of a tenement are gloomy, the resistance of those members of the family who are forced to pass their days in the home is almost certain to be reduced, for human beings, like plants, need sunshine for vigorous growth. Experiments seem to indicate that living in gloomy quarters, especially where accompanied by lack of exercise, results in a reduction of the phagocytic power of the blood, that is, the power of the blood to destroy germ organisms. An anemic condition may be occasioned by dwelling in gloomy quarters.

Defective or imperfect equipment may injure health in a variety of ways. A sink which is set too low means back strain for the housekeeper. A leaky stove or flue may endanger the lives of the tenants from carbon monoxide. Defective gas fixtures may cause poisoning and defective electric wiring may cause danger to life from fire. Careless insertion of plumbing or heating fixtures may make it possible for vermin and insect pests, which are disease carriers, to pass from the apartments of careless tenants to those of careful housekeepers. Lack of screens or defective screening may expose tenants to mosquitoes, which are bearers of malaria, or to flies, which in cities where modern plumbing is not universal may be car-

riers of typhoid fever or carriers of the intestinal infections of infants.

Finally, the proximity of the tenement to factories which poison the air by chemical gases, mineral dust, or soot, exposes the occupants to throat irritations and reduced resistance to respiratory diseases, and means increased work for the overburdened housewife in keeping her house clean and free from dust.

The effects of the discomfort of an uncongenial environment are cumulative and may produce irritability, anemia, and lassitude, or what is popularly called the "Slum disease."

HOUSING CONDITIONS OF WAR WORKERS IN THE SPRING OF 1918.

The majority of laborers employed on Government contracts prior to the construction of houses and dormitories by the Government were forced to put up with many of the unwholesome conditions above described, with the consequent impairment of health. The married unskilled workingman lived in the slums of cities, or crowded with other families into houses which had been built for the use of a single family. The unmarried unskilled laborer either lived in a crowded bunk house or shared a room in an already overcrowded house, with from two to ten other persons. Skilled married operatives could generally find no accommodations whatsoever for their families, and left them behind in the cities from which they had come, crowding with other skilled workers, single or married, in the homes of private families. As their standards were higher than those of unskilled labor, and as the family bond was strong, this class of labor, which was indispensable to the fulfilment of war contracts, suffered most, and was most discontented and most difficult to retain.

EVIDENCE OF THE EFFECT ON WAR INDUSTRIES.

The seriousness of this condition and its relation to discontent, inefficiency, and a labor turnover so high as to imperil the fulfilment of contracts for war materials which were imperatively and immediately required, is shown in the following selections from the reports of investigators, and letters received from officials of the Navy proving grounds, arsenals, and private corporations engaged in the manufacture of war essentials.

ALABAMA NITRATE TOWNS.

Letter of John M. Rice, assistant engineer, of Morris Knowles, (Inc.), to the Tri-Cities Housing Committee of Florence, Sheffield, and Tusculumbia, Ala., dated May 23, 1918:

Within and immediately adjoining these cities the United States Government is conducting three major operations. * * *

These operations will employ upward of 25,000 men for their construction, and after their completion it is estimated that between 4,500 and 6,000 permanent employees will be required.

The housing facilities at present existing are entirely inadequate to provide for this large influx, and while a large number engaged in construction work are housed in cantonments at the site of the works many are living in the towns under congested conditions which, in addition to the potential dangers from overcrowding, are causing discontent and dissatisfaction. This is clearly reflected in the large labor turnover estimated at 400 per cent which obtains in spite of high wages.

Statements made by members of the Sheffield committee to Mr. P. R. MacNeille, Industrial Service Section of the Ordnance Department of the War Department, on May 24, 1918:

The housing facilities for Government employees in these tricities are utterly inadequate. Not only do many of the men live in tents and some in remote outlying districts, but practically none of them can bring their families in. Local housekeepers have yielded every possible space and the saturation point has been reached in spite of the fact that very many individuals are building houses in the three towns. Competition among tenants has put many rentals to improperly high figures, being the same condition which we hear has occurred in the great Capital of the United States. There are happy exceptions to the rule and the blame in bad cases can not be wholly charged to landlords. Some tenants with funds in hand bid high against others and profiteering results. Some cottages that used to rent for \$12 a month now bring \$60. As another example, one woman has put two beds in her kitchen and gets \$1.50 a night for them in spite of the fact that she continues to cook there. As high as 21 men live in a house that was built for five people.

Letter of Mr. George Land, executive secretary, State of Alabama Council of Defense, to Mr. Lloyd M. Hooper, chairman, State Council of Defense, Montgomery, Ala., dated July 16, 1918:

The normal population of the three cities named is 15,000. Of this number one-third are negroes. The added population due to the nitrate plant is about 30,000. It will be seen at once how inadequate housing conditions must be. The tri-cities, having no notice in advance of the coming of the nitrate plants, were not in a position to make any great preparations. They have done what they could under the circumstances, and have been very diligent in making the best of the situation which confronted them. The chamber of commerce in Florence has been especially active in trying to meet the condition fully.

As many as five, six, and seven persons are now sleeping in one room. This is not true very largely, of course, but indicates the general inadequacy of sleeping accommodations. In the rooming houses every available space is occupied, and these rooming houses are not only overcrowded in most instances, but in several cases are undesirable for occupancy under any circumstances.

The sanitary unit has done good work in making epidemic unlikely, but necessarily their work can not very well take supervision of every nook and corner in the thickly crowded places. It is just here that there is very real danger. When it is considered that barns, stables, coalhouses, and garages are being used, it will be obvious how much danger there is for the health of the community.

In addition to the question of health, there is also the question of the effect such conditions have on the stability of labor. I was informed by several of the employers that labor could not be held, nor kept satisfied, as long as such conditions obtained. Under any

conditions there would be some movement of labor. Just now the movement of labor is confined very largely to two classes—the most unskilled labor and the best skilled labor. The former works long enough to get some satisfactory sum of money and then moves away to spend it. The work is too exacting for lengthy employment. The latter, with higher tastes and accustomed to better conditions, can not remain satisfied. These two classes remain anywhere from a week to three months in the employ of the plants there. As large a crowd of workmen get on each entering train as get off. The expense of labor agents is therefore a very big item, and if labor would be made satisfied and held this item of expense could be greatly reduced.

ALTON, ILL.

Report of C. Grant LaFarge, dated June 25, 1918:

Everything habitable pressed into service. There is one bad slum, called "Dog Town," just east of glass company, in bottom land and subject to flood, and some inferior tenements and residences in the older streets along the bottom. Last year a smallpox epidemic broke out in the slums and because of the congestion was spread rapidly and controlled with difficulty; there were over 1,000 cases. The slum conditions are a constant menace and a disgrace. Housing shortage declared itself five years ago and began to be acute two years ago; advent of Laclede Steel Co., Standard Oil Co., Federal Lead Co., and Alton Box & Paper Co., before the war, produced a shortage independent of war pressure. There is a large demand here for female workers already and will be far more when shoe company starts factories; large garment concern has lately wanted to come here and has asked what housing can be had for women, but none is available. It is held that proper housing for families will be most effective way to supply this labor and at the same time, as it will afford rooms for single laborers, will relieve the present intolerable congestion in this respect. There is a bad shortage in Wood River, where throughout a large tract there are two families to the single house. The Illinois Plant Line there have had to build a camp to take care of their people somehow. Alton is full of furniture in storage. Haight knows himself 150 married men without their families. Congestion cases quoted—house suitable for 10 to 15 has 64; five-room house has 26 men in it, sleeping in three shifts; East Third Street, 3 and 4 families are living per single house; Cherry Avenue, in a 12-room house, there are 12 families; similar conditions in other sections. There were five houses to rent in Alton last spring; now have five single beds and four double beds to a room. Bell street, "Mack's Flats," three and four families where one would be crowded. Families are living, sometimes two and three, in basements. Six families in one house. Many other such cases.

BATH, ME.

Letter of William T. Cobb, president, Bath Iron Works (Ltd.), to the United States Emergency Fleet Corporation, dated January 31, 1918:

This corporation is engaged exclusively in the construction of torpedo-boat destroyers for the United States Government.

All through the summer, fall, and winter we have found it increasingly difficult to secure an adequate supply of labor on account of lack of housing facilities in this city. We feel that the situation here, so far as securing labor is concerned, is as difficult as in any other place where yards doing a similar work are located. Men come here, apply for work, and then leave because of their inability to secure suitable homes for their families or even for themselves.

Excerpt from letter of board of investigation to commandant, navy yard, Boston, dated March 25, 1918:

There are four shipbuilding companies prosecuting Government work at Bath, Me. Since last summer employees of these yards have to go as far as Brunswick to get accommodations, and both housing and transportation have been so poor that in addition to a large turnover experienced by the companies the men who do stay on the job do not care to work continuously. From data obtained from the shipbuilding plants and the city of Bath housing league, there should be at least 1,500 houses built for married men and their families and lodging accommodations for at least 1,000 single men.

BETHLEHEM, PA.

Statement of Mr. Blakeley, of Bethlehem Steel Co., at conference of housing committee of Council of National Defense, January 10, 1918:

The company needs 7,100 men to man the shops that are equipped to work for the Army and Navy.

	Men.
No. 2, big gun machine shop needs.....	500
No. 4 shop, three-inch Army equipment.....	800
No. 5, gun-carriage shop (partially paid for by the Government and just going into commission).....	2,200
No. 1, projectile.....	400
No. 2, munitions.....	400
No. 8, shop.....	300
No. 2, projectile.....	2,200
No. 9, big 16-inch gun shop.....	300
	<hr/> 7,100

Mr. Blakeley stated that even if it were not for the new shops the housing problem would be acute on account of the turnover. Citing No. 4 shop, manufacturing 3-inch guns, as an example, it was explained that the day turn had 2,000 men; the first night turn, 300; and the second night turn, 300. The shop could employ 700 on each of the night shifts. That means a need for 800 men and a 70 per cent efficiency. Mr. Blakeley said that the men liked the work at Bethlehem, that he had applications from all over the country, but that the men who had come during the year and reported for work had stayed only a short time and gone away because of the lack of living accommodations. Many of those would come back if houses were provided, but for machinists it was necessary to have good houses.

Statement of Bethlehem Steel Co. to Bureau of Industrial Housing on April 10, 1918:

An analysis of the conditions in the plant shows a man shortage of 5,865 men, a large proportion of whom should be the best mechanics obtainable. * * * At least two-thirds, or approximately 4,000, should be first-class mechanics, who would practically refuse to work at Bethlehem under present living conditions.

BRIDGEPORT, CONN.

Statement taken from preliminary report on housing needs, May 1 to 4, 1918:

Labor turnover in industrial plants in Bridgeport is seriously high. The Remington Arms Co. has had during the past 12 months a turnover of about 88 per cent, which is the lowest that we found in the district. Most of the manufacturing plants, particularly those engaged on war production, report labor turnover rates running from 200 to 400 per cent per year at the present time, and one important

company reported a turnover of 50 per cent a month, or at the rate of 600 per cent a year. Employers interviewed, without exception, consider that housing shortage is a very important, if not the principal, cause of the high turnover.

Employers stated that if they could reduce their labor turnover to reasonable proportions, they could with their present equipment increase their production anywhere from 10 to 30 per cent.

* * * We spent a part of one afternoon and all of two evenings in personal investigations of crowded districts in the city. * * * Our investigation brought out the following points: (a) The districts in Bridgeport occupied by foreign-born people and by the unskilled and semi-skilled classes of workers generally are very seriously overcrowded; (b) very many of the buildings occupied are in such a bad state of repair as seriously to menace the health of the occupants; (c) basements below the ground level and so damp as to be moldy and utterly unfit for human habitation are quite commonly occupied; (d) rents are very high and have been rapidly increasing for some time.

The court and the police records show a distinct increase in crime since the crowded conditions have become prominent; that is, during the last three years.

BUTLER, PA.

Statement taken from preliminary report on housing needs, May 27 and 28, 1918.

Spang & Co. (Mr. Spang and Mr. Cross)—Having greatest difficulty in finding housing for men and particularly so as to married men. Have a large number of men living four to a room, in two shifts. Now have over 1,000 men. Constantly losing men who come and want to work but who can find no homes for their families. The draft is taking more and more the single men. Records show heavy falling off in production on Saturdays, due to so many men being obliged to live at a distance. * * *

Standard Steel Car Co. (Mr. Allman at chamber of commerce meeting and brief visit to his office).—Made in general same statement as to overcrowding and difficulty with married men. Company has 66 blocks of four houses each (four-room houses). For these, there is a scramble; some have 10 boarders, four men to a room, two at a time.

CHESTER, PA.

Report of Bernard J. Newman, sanitary expert, Safety and Sanitation Branch, War Department, to Capt. A. D. Reiley, September 25, 1918:

Room overcrowding and the congestion of population in small buildings has reached an extreme point. The chairman of the local registry board stated that one house, containing six bedrooms, had registered 54 men for the last draft. Another house, personally visited, had accommodations for and was said to house 42 men in eight bedrooms. Another building, converted from a moving-picture hall into a lodging house, had 100 beds in 87 rooms. Eight of these were double beds. Of the 87 rooms, 43 were dark interior cubicals, impossible of ventilation. An old garage had been converted into a dormitory and had 105 cots on the first floor, 78 cots on the second floor. One row of buildings, four houses of which were visited, totaled 26 rooms and 54 people. Still another building, which had served as a dance hall, had been converted into a tenement; a mezzanine floor had been built in, the ceiling of which was less than 7 feet from the floor. Entrance to each mezzanine room was via a stairway from the room on the first floor. Each suite housed a family and some also housed boarders. These illustrations are typical of conditions in many parts of Chester. New tenements have been erected with light wells 28 inches only in width.

In all probability the majority of tenements in Chester are old buildings, formerly serving as dwellings, but converted to such new uses. The lodging evil is also associated with the old dwellings. In many instances there are day and night shifts of lodgers. It was commonly reported that there were buildings wherein three shifts of lodgers occupied the beds daily.

There is a large labor turnover, attributed by the plant managers to the inadequate housing accommodations and a very strong feeling among such persons, as well as among the officials of the city, that the turnover will be increased unless immediate relief is obtained.

DAYTON, OHIO.

Letter of Mr. Edward C. Wells, president of the Dayton Housing Co., to Hon. William B. Wilson, Secretary of Labor, on April 20, 1918:

It is estimated that at least 12,000 additional working men and women, both skilled and unskilled, will be required by Dayton manufacturers to enable them to carry out the program laid out for them by the Government.

There are now more factory hands at work in Dayton than under normal conditions and the shortage of housing facilities is already serious. * * *

It is a well-known fact, which has been demonstrated by previous experience in Dayton, that men who come without their families do not hold their jobs many months. When they have saved a small amount they return to their families. It is, therefore, essential that so far as possible housing facilities be provided so that labor may be stabilized. In no other way can maximum output be obtained.

ELIZABETH, N. J.

Statement by Mr. William F. Sefton, chairman of the Manufacturers Association, Elizabeth, N. J., at a conference of the Bureau of Industrial Housing and Transportation on April 24, 1918:

Standard Aircraft Corporation.—The turnover here is 360 per cent per month.—550 per cent unskilled and 130 per cent skilled labor, the men brought to Elizabeth have to pay such high rents. There are tenements available, but they are in such poor condition that they are practically uninhabitable. The company has built dormitories, but they are overcrowded. It is taking on 100 men a day. In the next three months 8,000 men are needed. The woodworkers must be brought from the West and South. The mechanics come from the East. The company has stopped advertising for men because it can not help them.

Report of Mr. Austin W. Lord to Mr. I. N. Phelps Stokes, manager, preliminary investigations, on June 15, 1918:

Manufacturers report that the turnover of labor is high and attribute it, in large part, to lack of housing and transportation. From the information obtained, turnover rates of from 12 to 25 per cent monthly appear to be common. The Standard Aircraft Corporation reports 360 per cent. Skilled workers and other workers continually come to the city but remain only a short time because no quarters are available for their families.

Mr. O. L. Dosch, manager, the Singer Manufacturing Co., stated no housing available in vicinity. Forty per cent of the present workers engaged in war contracts, irrespective of the new \$9,000,000 Army contract for plant extension and recuperation already signed up, and to be completed by January next. Twenty-five hundred workers needed to complete present Government contract in the time demanded by Government.

ILION, N. Y.

Report of Mr. D. F. Howe, supervisor of community work, Rochester district, to Mr. F. C. Butler, Ordnance Department, on July 24, 1918:

It is my recommendation that Ilion be given immediate attention by the Housing Section as lack of quarters is affecting production now and will continue to do so in proportion to the strength of the force employed. Indifferent housing facilities are affecting Ilion to-day, first, through congestion, and second, through the lack of light housekeeping quarters, a leading inducement required by the most desirable man—the family man. * * * Many of the beds have day and night shifts; that is, one man occupies it by day and one by night, and both on Saturday and Sunday. One house showed eight bedrooms with six in family and 34 roomers. This house in addition feeds 50 "mealers." Many houses show two beds to a room and all these figures will show worse as the force of men at the arms company increases. It should be stated here that hundreds of householders in Ilion take roomers through patriotic motive solely.

To sum up, practically every house has its full quota of roomers or workers; some beyond the point of safe sanitation. The congestion will be more dangerous in winter, when these men must make their bedrooms their living quarters.

KENILWORTH, N. J.

Statement taken from report of investigation made July 1, 1918, to Mr. I. N. Phelps Stokes, manager preliminary investigations:

It will be seen from the above that the plant since November, 1917, has increased to about 1,800 workers, of whom 700 are girls from the surrounding country. It will be seen that the number of skilled workers in the ordinary sense is low (5 per cent), but practically all the workers require considerable training and great care in the prosecution of their work.

This increase in population of town from 1,500 before the war to 2,000 at the present time is due largely to the needs of the American Can Co., and practically 75 per cent of the present population are engaged in industrial work. The influx of workers has caused the shortage in housing, and with the works improved there will be very inadequate transportation, both steam and trolley. The plant is located in the country, about 6 miles from Elizabeth, and can draw, therefore, only to a limited extent from Elizabeth and surrounding towns, where the workers are engaged in other industries. The present labor turnover of 60 per cent is due to lack of transportation and lack of housing.

Statement from letter of Mr. E. V. Dexter, of the American Can Co., to Mr. I. N. Phelps Stokes, July 2, 1918:

Our present capacity for shrapnel is 30,000 per day, but this capacity is not always reached, due to variation and shortage of labor. Our high-explosive plant will have about the same capacity and the production at or near these capacities will depend almost wholly on our success in securing labor. We estimate requirements of 400 houses at Kenilworth, or facilities for a minimum of 1,200 employees.

LOWELL, MASS.

Statement taken from report of June 3, 1918, to Mr. I. N. Phelps Stokes, manager, preliminary investigations:

Mr. James C. Reilly, president, board of trade, gave general and detailed information concerning United States Cartridge Co., and

the mill output, particularly of war products, all of which is covered in the respective reports herewith submitted.

He stated that the cartridge company has drawn its workers largely from Lowell proper and the surrounding towns, such as Billerica, Chelmsford, Tyngsboro, Dracut, and Tewksbury, which are from 3 to 7 miles from center of Lowell. The big drain, however, has been upon Lowell, which has caused a shortage of workers on essential as well as nonessential output. He stated that about 60 per cent of the workers generally were unmarried women, of whom a large proportion are girls, and that the most serious feature of their housing problem was the accommodation and protection of this class of help, due partly to the proximity of Camp Devens, 15 miles within easy trolley distance, bringing so many soldiers into the city.

The girls outside of the families are now boarded in boarding and lodging houses and live under deplorable conditions, especially from the moral standpoint.

MARE ISLAND, CALIF.

Report of Mr. Harry George to the Secretary of the Navy on December 22, 1917:

The growing need for additional employees at this yard necessitates a solution of the housing problem in Vallejo. It is almost impossible for employees coming from other places to secure accommodations, and men taken on often request their discharge as they are unable to obtain reasonably comfortable accommodations in Vallejo within their means. The rents in Vallejo have recently been raised, thus adding to the gravity of the housing problem. The work now in hand at the Mare Island Yard, and which may be reasonably anticipated during war time, necessitates the employment of additional workmen.

NEW BRUNSWICK, N. J.

Statement from report of Miss Marie Obenauer, dated April 25, 1918:

The conditions chiefly responsible for the rapid labor turnover, which is the principal cause of the labor shortage in the Wright-Martin plant, are the lack of housing accommodations and the inadequate transit facilities to and from and within the city of New Brunswick. Approximately 3,000 of the 3,600 factory employees live outside of the city. The congestion in available housing accommodations, as shown in Miss Neiburg's report, compels hundreds of those men to travel daily to and from their work. Mr. Moore's report reveals the difficulties of the two daily rides from three-quarters to one and a quarter hours in crowded trains which stop over a half mile from the plant. Poorly equipped trolley lines connect the station with the plant and one of these is practically useless because of the absence of a footbridge over the Pennsylvania tracks, as shown in Mr. Moore's report. This situation creates an irritation in the force that expresses itself in "quitting for trivial causes or no apparent cause" and accelerates the flow of labor through the plant. This turnover is amounting to between 200 and 300 men a week and is costing the Government over half a million dollars a year.¹

Statement from report of Mr. Stuart Moore, special representative:

The population of this city has increased from 20,000 to 40,000 within the last few years, and the city is highly congested. Employees of the plant are living in cellars and attics, five to the

room in many cases, and are paying \$6 a week for rooms not fit for decent people to live in. Higher salaried employees are boarding or rooming in absolute discomfort in rooms which are far below their desires but the best that are obtainable. Not only is it impossible to place any further force in the city, but it is dictated by sanitary and social reasons that additional housing be provided for those already attempting to live there.

Numbers of good mechanics refuse to stay in the city as their standard of living would be reduced far below what they are used to and would consider themselves entitled to.

The turnover in the Wright-Martin Aircraft Corporation for the past week was due to sickness to the extent of 25 per cent. This is ascribed to poor food, unsanitary living conditions, etc. Tuberculosis is fairly prevalent. The amount of overtime could hardly be responsible for so much of this ill health, since two shifts worked until recently 10 and 12 hours a day.

NEW CASTLE, DEL.

Statement from report of Mr. P. R. MacNeille, Industrial Service Section, War Department, to Mr. G. H. Dorr, office of Assistant Secretary of War, June 19, 1918:

There is at present 60 per cent turnover each month among the skilled class of employees on account of poor living conditions. It is estimated that it costs from \$50 to \$100 to employ and train a new man.

NIAGARA FALLS, N. Y.

Statement from summary report made by Mr. H. W. Forster, in November and December, 1917:

Employment departments of industrial plants without exception report that applicants for positions find much difficulty in securing accommodations for themselves and find it almost impossible to find accommodations for their families. Nine companies report knowledge of 422 men who failed to enter their employ during 1917 because of inability to obtain satisfactory housing. Other companies who did not keep records of this matter stated that undoubtedly many applicants failed to enter their employ for this reason.

Six companies employing 562 men report that 192 men left their employ in 1917 due to lack of satisfactory housing. Only eight companies have no knowledge of such loss of men.

NILES, OHIO.

Statement from report of Mr. H. W. Forster, on May 10 and 14, 1918:

Without exception, employers report that the turnover of labor is high and attribute a large part of it to the housing shortage. Accurate statistics were lacking, but turnover rates of from 12 to 20 per cent per month seem to be common. Repeated testimony was given to the effect that skilled men are continually coming to Niles to work and staying only a short time because of inability to find quarters for their families.

The records of employees leaving, while not complete and probably somewhat inaccurate, indicate that since September 1, 1917, 1,000 men who had come or had been brought to Niles by the company had failed to remain because satisfactory housing for their families was not available.

Niles has no district that can be called a "slum" district. However, many residents are living under conditions that are unsatisfactory if not unhealthy. Attics and basements are occupied, and we received very strong evidence of undue room congestion. One

¹ Estimate of the employment manager for Wright-Martin firm. The firm's contract is drawn on the cost-plus basis.

instance, apparently authentic, was given of a family of four and nine boarders in four rooms. We were also told of instances in which the same beds were occupied by the night and day shifts in turn.

PORTSMOUTH, N. H.

Letter of H. L. Wyman, acting industrial manager, navy yard, Portsmouth, N. H., to Bureau of Yards and Docks, Navy Department, Washington, D. C., dated December 24, 1917:

There have been a number of cases of workmen who have come here from other localities who, being unable to find even approximately satisfactory place to live, have been so dissatisfied, purely on that account, that we have lost their services.

Letter of Metal Trades Council of the American Federation of Labor at Portsmouth, to L. S. Adams, industrial manager, Portsmouth Navy Yard, dated March 15, 1918:

It is impossible to obtain decent living quarters anywhere within reasonable distance of the navy yard. * * * Nearly every available house is crowded to its capacity, and it is impossible for many employees to bring their families to live, forcing them to keep up two establishments, sacrifice the comforts and conveniences of home life, and resort to boarding out in overcrowded hotels and boarding houses at excessive prices. * * * It is a common practice for landlords, who know it is impossible for a tenant to secure another place, to boost rents at short notice from 50 to 100 per cent, often forcing him to vacate, store his furniture, and room out, or leave town.

Single men are little better off, and in many cases live in cheap, crowded rooms, often three or four men in one room. * * * To meet this emergency, many men live in distant towns and cities, traveling morning and night for a long distance by train, often spending several hours a day on the road. * * * Large numbers of the best mechanics, accustomed to a fair standard of living, are unwilling to put up with these conditions, although in many cases they have come here from long distances at great expense. They work only a few days and then leave, while their experiences influence others to stay away.

PORTSMOUTH, OHIO.

Statement taken from report of R. P. Blake, dated August 20, 1918:

Condition of Whitaker-Glessner Co.—This company employs 4,900 men and needs 500 more by October for shell-plant increases. Its labor turnover is about 18 per cent monthly, and it has been unable to increase its forces further because of housing shortage, the turnover now balancing the recruiting. The company feels that the 60 houses it has just completed and which are filled is all that it can afford at present.

QUINCY, MASS.

Letter of H. G. Smith, manager, Bethlehem Shipbuilding Corporation, South Bethlehem, Pa., to inspector of machinery, United States Navy, and superintending constructor, United States Navy, both at Bethlehem Shipbuilding Corporation (Ltd.), Quincy, Mass., dated January 22, 1918:

With this condition as to housing the inevitable has happened, and that is that employees being a long distance from the shipyard

are losing a great deal of time, and on account of this they become quickly dissatisfied and leave the plant, this resulting in a very large turnover of labor, it being necessary in December to hire about 3,000 men to increase our rolls by 1,000, whereas a similar increase could be made a few months ago with a very much smaller loss. In addition to this very large turnover of labor the average daily attendance has fallen off as the increase in employees has taken place, so at the present time this attendance is under 70 per cent.

Report of board of investigation to commandant, navy yard, Boston, on March 25, 1918:

The better workmen, desirable, essential, in fact, for good work, often will not come, and will rarely stay unless the living conditions are what they are accustomed to for themselves, and, if married, for their families. This general statement requires no proof. It is accepted everywhere that the permanency of the working force is the chief essential of rapid production; that the turnover of labor is fatal.

Report of H. W. Morton, Bureau of Yards and Docks, Navy Department, to Mr. Otto M. Eidlitz, Director of Housing, dated February 23, 1918:

The single men put up with almost any form of inconvenience in order to stay on the job, sleeping anywhere from two to eight in a room; in some instances, sleeping in relays—that is, a man occupying a bed for a certain length of time and then leaving the bed and allowing another to have his turn, which condition is most deplorable.

Letter of Mr. W. N. Buchan, chairman, City of Quincy (Mass.) Department of Health, to Hon. Joseph L. Whiton, mayor of Quincy, Mass., dated March 26, 1918:

Two members of the board of health, accompanied by four police officers, three of whom were in uniform, started from the police station at 1 o'clock in the morning and proceeded to the district adjacent to the Fore River Shipbuilding plant, all within five minutes walk. The conditions, with but two exceptions, were extremely bad, so bad that this board will be compelled to take drastic measures at once to eliminate such conditions, even to condemning the greater number of these houses and causing their vacancy.

The men were sleeping three, four, and five in a room, sleeping in their clothes in some cases, but all of them sleeping in their underclothes. Of the 110 rooms visited in 13 lodging houses, we found 241 persons sleeping in rooms unfit for such purposes on account of overcrowding, unsanitary conditions, and poor ventilation. Only one window was found open, and several places containing a bed with an adult sleeping in it with no window or other means of ventilation were found and the doors closed.

In one place we found a boy of 14 years sleeping in the kitchen with his clothes on; in another two men, one woman, and a baby in one room. In another, a man and wife and six children, surrounded by filth. These rooms were supplied with kerosene lamps in most cases, burning low. Working clothes and shoes were piled on chairs or on the floor.

The stench that emanated from almost every room upon opening the door was unbearable, so much so that one inspector was compelled to discontinue the work.

It is the opinion of this board that a man sleeping under such conditions does not receive the proper rest and is in no condition to do a day's work on arising.

This serious matter is a menace to the health of the community and will receive the strictest attention of this board.

SHARON, PA.

Report of Mr. R. P. Blake on housing needs of Sharon, Pa., dated May, 1918:

A careful analysis of the labor turnover in this district shows the lowest figure for any important plant to be about 9 per cent a month, with the highest figure 45 per cent per month, the average apparently being about 20 per cent a month, or at a rate of about 240 per cent per year.

The effect of this high labor turnover in interfering with production is most marked, and while there is no means of measuring the loss exactly, the opinions of the various plant managements interviewed on this subject are that by cutting this turnover in half, increased production of from 5 to 15 per cent could be obtained.

The extent to which the housing shortage is responsible for this turnover is also problematical, but all facts and opinions obtained agreed remarkably in showing that housing shortage is very important and probably the main cause of labor turnover. Perhaps the most definite proof of this is the fact that records obtained from about half of the plants reporting, and therefore great enough in volume to show the trend, indicate that during the past year about 2,500 men left the district because of inability to get satisfactory housing. Similar records indicate that about 2,000 men additional, after coming to Sharon, refused to go to work because of congestion.

Overcrowding existent.—No detailed survey of this condition was made, but brief and general surveys of representative districts repeatedly brought out evidence of beds being used by two shifts of sleepers, room congestion as high as an average of three or four per room per house, basements and attics used for living purposes, and houses crowded too close together for healthful and satisfactory living conditions.

WARREN, OHIO.

Report of Mr. H. W. Forster, dated May 13 and 15, 1918:

Trumbull Steel Co.—A long interview with Mr. Flora, vice president; Mr. McFate, secretary; and Mr. Booth, treasurer, developed the following: This manufacturer has just completed an open-hearth plant to assure his supply of steel for tinplate. He is finding it very difficult to get a full quota of men to operate his plant, now being about 600 short. If he could get and keep a full force, he could increase production 25 per cent. He is unable to get men because of lack of housing. His turnover of labor is very high

because of unsatisfactory housing. If he could get adequate housing, he believes it would cut his labor turnover in half and increase production 20 per cent without increasing his present force.

WASHINGTON NAVY YARD.

Report of Mr. I. N. Phelps Stokes to Mr. Otto M. Eidlitz, Housing Committee, dated February 25, 1918:

During the past few months the turnover has increased materially, due to the increasing difficulty of securing suitable accommodations, and although the effort to secure good mechanics has been maintained, and even augmented, the net daily increase has fallen from 14 to 9. Capt. Willard and his staff are undoubtedly right in attributing this falling off mainly to the scarcity of available housing within commuting distance of the navy yard, a condition which is growing rapidly more acute. * * *

Capt. Willard and all of the officers with whom I talked agree that unless prompt measures are taken to relieve the scarcity of housing it will be impossible for the factory to increase or even maintain its present force, as many of the new men who have come from a distance with the expectation of bringing their families to Washington later, have been unable to find accommodation and are unwilling to remain permanently without their families. Furthermore, it is the experience of the navy yard that married men living apart from their families are not so dependable or efficient as those living with their families.

THE GRAVITY OF THE PROBLEM.

Estimates prepared by the Housing Corporation in the summer of 1918 indicated a need for housing for 212,733 men workers and 79,916 women workers, or altogether for 292,649 persons engaged on war contracts in 71 cities or districts. (See Vol. II, Table 1; pp. 390-393.)

There was abundant evidence, supplied or corroborated by the War and Navy Departments, that unless suitable dwellings could be provided for these workers the fulfillment of contracts indispensable to the war program would be gravely imperiled. The measures adopted to meet this emergency are outlined in the following pages.



CHAPTER II.

HISTORY AND ORGANIZATION OF THE UNITED STATES HOUSING CORPORATION.

The Council of National Defense—Committee on Labor, Section on Housing—Congestion at Bridgeport—Report of Section on Housing—Advisory Commission, hearings and report—The "Ten-Day Committee"—Housing bills introduced into Congress—Establishment and organization of the Bureau of Industrial Housing and Transportation—Organization of the United States Housing Corporation.

Functions of the divisions:—Surveys and Statistics Division—Homes Registration and Information Division—Transportation Division—Real Estate Division—Design Divisions—Requirements Division—Construction Division—Industrial Relations Division—Operating Division—Legal Division—Fiscal Division and Treasury Division—Sales Division—Adjustment Committee—Committee on Requisitioned Houses.

THE COUNCIL OF NATIONAL DEFENSE.

The direct lineage of the Bureau of Industrial Housing and Transportation of the Department of Labor may be traced to the Council of National Defense created by Congress August 26, 1916, and composed of the Secretaries of War, Navy, Interior, Agriculture, Commerce, and Labor. To assist the Council, the President of the United States in October, 1916, appointed as an Advisory Commission:

Daniel Willard, for transportation and communication.

Howard E. Coffin, for munitions and manufacturing, including also standardization and industrial relations.

Julius Rosenwald, for supplies.

Bernard M. Baruch, for raw materials, minerals, and metals.

Dr. Hollis Godfrey, for engineering and education.

Dr. Franklin H. Martin, for medicine, surgery, and sanitation.

Samuel Gompers, for labor, including conservation of health and welfare of workers.

This council was charged with the "coordination of industries and resources for the national security and welfare" and with the "creation of relations which will render possible in time of need the immediate concentration and utilization of the resources of the Nation."

COMMITTEE ON LABOR—SECTION ON HOUSING.

The Federal Government sought expert advice in the mobilization of industrial resources on a nationwide scale. The appointment of Mr. Gompers to deal with labor, including conservation of the health and welfare of workers, was a direct invitation to offer a practical, constructive program with reference to the living conditions of industrial war workers. With this in view, a large and representative committee on labor, appointed by Mr. Gompers, was called

together on April 2, 1917, and national subcommittees were organized on wages and hours, mediation and conciliation, welfare work, women in industry, information and statistics, press, publicity, coordination of social agencies, cost of living, and domestic economy.

At the outset it was determined that a housing committee was needed. It was organized as a part of the committee on welfare work under the chairmanship of Mr. Louis A. Coolidge, who has since served on the National Committee on Amelioration and Conciliation. It was not until May 3, 1917, however, that a chairman for this important section was secured. Mr. Gompers then appointed Mr. Philip Hiss, of New York.

Mr. Hiss made a tour of the country from the Atlantic to the Pacific, visiting practically every important center where war activities were being carried on. He appointed housing representatives in many cities and formed a small central committee for action. In August a questionnaire on housing was sent out to over 200 cities. The replies indicated the need for houses in many war centers.

On the 30th of August there was held an informal conference of housing, town-planning, and architectural advisers. The information laid before this body led to the conclusion that it was practically impossible for private capital to meet the pressing demands for industrial housing as a result of the war emergency and that the Government would be forced to make funds available for housing. Permanent buildings were advocated wherever appropriate.

CONGESTION AT BRIDGEPORT.

At this meeting the situation at Bridgeport, Conn., was presented. It was stated that during the past two years the Bridgeport pay roll had increased at the rate of \$500,000 per week. High rents were stated to be absorbing fully a quarter of this. Owing to the decline of home building after the outbreak of the European War, the city had become dangerously

congested. Practically all the Bridgeport industries were engaged in war work. Existing plants had been extended, unused plants had been rehabilitated, and new plants had been built. In the face of this the War Department, under the pressure of the desperate need for munitions, and on the theory that new plants could succeed only in industrial centers where there was a nucleus of trained machinists, had furnished several million dollars for the erection of a machine plant to which it planned to let cost-plus contracts. With no new housing available and with existing quarters crowded far beyond the point of comfort or safety, there could be but one result. The plants working on cost-plus contracts were bound to draw labor away from those working on fixed-price contracts and thus contribute to disastrous delays in the delivery of war materials.

Bridgeport was not the only city congested by war industries. It appeared that the entire Philadelphia and Washington districts were saturated; that the vast Navy, Army, and shipping interests in the Newport News district had developed an appalling situation in the once pleasant group of towns which surround Hampton Roads.

There were signs of approaching congestion at Akron, Cleveland, and Portsmouth, Ohio; at Alton, Peoria, and Rock Island, Ill.; at Davenport, Iowa; New Brunswick, N. J.; Bethlehem, Pa., and elsewhere. The government, through its various departments, was daily locating new plants and placing new orders. The War Industries Board, created on July 28, 1917, had only just begun to function. The board had not yet been introduced to the housing problem. The Government was spending vast sums of money to house its machinery, but, consciously, not one cent to house its men. It was bidding against itself for labor, increasing the price of production, and limiting the quantity.

REPORT OF SECTION ON HOUSING.

The main facts of this situation were set forth in a three-page report, supported by voluminous data, which was presented by the Section on Housing to the Welfare Committee which met in Washington on September 21, 1917. The conditions revealed by the report were so serious that the matter was laid before the Council of National Defense.

The following week (Sept. 25) a small representation from Congress was called together and Mr. Hiss again presented his findings. It was thought that there was yet time to add an appropriation to the urgent deficiency bill then in committee.

The members of the Housing Section desired to see the war preparations profit by the open building days of the autumn. Time was the essential ele-

ment. If houses could be put under roof before Christmas, armies of workmen might be living in them by spring, and the United States could set a new standard of efficiency. To this end a survey had been made of bricks available east of the Mississippi River. In normal times the brickyards close on October 15, but it is perfectly possible to continue brickmaking much later in the season. By the use of cement, mortar brick walls may be erected even in winter weather. In spite of the abnormal demand for carpenters, there existed acute unemployment among the bricklayers.

Here, then, was a crying need for houses to shelter the workers who were absolutely necessary to carry out the war program. Here were men who could bring years of experience to the making of plans which could be drawn to fit each local problem. Here was building material available. Here were unemployed bricklayers ready for work. Here was building weather. It seemed to the members of the Housing Section an opportunity for effective action.

ADVISORY COMMISSION—HEARINGS AND REPORT.

Since every day was precious, Mr. Gompers addressed a letter to the President, who referred the question to the Council of National Defense. In turn, the council requested the Advisory Commission to consider the matter. From October 3 to 6, inclusive, therefore, the commission heard testimony. Mr. Daniel Willard, chairman of the commission, in a masterly manner brought out the answers to the popular objections which must be overcome if the United States was to break past precedents.

The four days' hearings convinced the Advisory Commission that there was a shortage of houses in the war industrial centers and that this shortage was directly curtailing the production of ships and munitions. It therefore made two recommendations:

1. That the War Industries Board consider this congestion of industrial population in the placing of new war orders.
2. That the Council of National Defense appoint a committee to consider the housing question further, and that this committee be asked to report in ten days.

THE "TEN-DAY COMMITTEE."

The council thereupon appointed a committee "to investigate the problem of housing workers employed on Government contracts, to determine its extent, its relation to the war program, and, if necessary, to suggest a remedy."

Mr. Otto M. Eidlitz, civil engineer, and head of one of the largest building firms in America, was selected as chairman of the committee. With him were associated Mrs. Ralph M. Easley, chairman of

the welfare department of the National Civic Federation, Mr. T. W. Robinson, first vice president of the Illinois Steel Co., Mr. William J. Spencer, secretary, building trades department, American Federation of Labor; and Mr. Charles G. Du Bois, comptroller, American Telephone & Telegraph Co. The committee held hearings during the last half of October. Before it came representatives from companies working on war contracts, officers of chambers of commerce, and Government officials. The mass of testimony confirmed the report of the Housing Section of September 21 in every point.

On October 31 the committee in its report declared:

(a) That lack of housing facilities is sufficiently extensive to menace the quick production of ships and war materials.

(b) That the relation to the war program is direct.

(c) That financial aid for house construction should be afforded by the Federal Government and a proper administrative agency should be created.

In the meantime Congress had adjourned. The report, therefore, was laid before the President as well as the Council of National Defense. Pending congressional action, Mr. Eidlitz was on November 12, 1917, appointed by Secretary Baker, chairman of the Council of Defense, a committee of one to confer on housing matters with the War, Navy, and Labor Departments, and the Shipping Board.

HOUSING BILLS INTRODUCED INTO CONGRESS.

Three months later, on February 7, 1918, a bill was introduced into Congress to authorize the Secretary of Labor to provide "housing, local transportation, and other general community facilities" for industrial war workers in connection with War and Navy contracts within the limits of a \$50,000,000 appropriation.

In the meantime the Shipping Board had found housing absolutely essential to the shipping program. In some instances the appropriations for shipyards were held to include housing; but in few cases were the appropriations of sufficient size to justify an adequate amount of housing. The Shipping Board, therefore, presented a bill for a \$50,000,000 appropriation for shipyard housing. This was enacted into law and approved March 1, 1918, and was followed on July 1, 1918, with an additional appropriation of \$25,000,000.

Mr. Eidlitz had, during December, 1917, gathered about him a small provisional organization, including the original Section on Housing of the Committee on Labor. Early in January of 1918 the Emergency Fleet Corporation assigned to Mr. Eidlitz two floors of the building at 717 Thirteenth Street in order that

this group might act as an advisory committee to that corporation in its housing operations.

ESTABLISHMENT OF THE BUREAU OF INDUSTRIAL HOUSING.

On February 12, 1918, the Secretary of Labor, in anticipation of the passage of the bill introduced into Congress on the preceding day, appointed Mr. Eidlitz the Director of Industrial Housing and Transportation of the Department of Labor.

On March 20, 1918, Mr. Eidlitz and his associates moved into the quarters at 613 G Street NW. which they occupied during the war and where, in less than six months, the nucleus of some 25 persons had grown into an organization of over 800.

The bill introduced on February 7, 1918, however, was not passed and approved until more than three months later (May 16, 1918), and it was the President, and not the Secretary of Labor, who was empowered to carry out the various provisions of the act. The urgent deficiency bill, which carried the appropriation, increased it to \$60,000,000, to include \$10,000,000 for housing Government employees in the District of Columbia. The appropriation act was passed June 4, 1918. Two weeks later the President by Executive order officially delegated his authority under the acts of May 16 and June 4, 1918, to the Secretary of Labor.

The desperate effort to put the American forces in the field fully equipped by the spring of 1919, and the menace of the German drive on the western front influenced Congress to grant \$40,000,000 of the \$196,000,000 requested by the Secretary of Labor for additional housing under the act of June 4. This act was approved July 8, 1918. On the same day the United States Housing Corporation was incorporated under the laws of the State of New York.

On July 25, 1918, funds were first made available for disbursement by the United States Housing Corporation, ten months after the first request by the Section on Housing that an appropriation of \$100,000,000 be made available and less than three and a half months before the signing of the armistice.

ORGANIZATION OF THE BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

When, on February 12, 1918, Mr. Eidlitz was appointed by Secretary Wilson as the director of housing and transportation he faced the problem of developing quickly an effective organization. There was already at hand information which demonstrated the extreme urgency of the housing problem in certain industrial cities. It was beyond question that there were alarming delays in the fulfillment of war contracts due to the difficulty of housing labor. It was therefore necessary to develop an organization of experts who could

ORGANIZATION CHART
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION
UNITED STATES DEPARTMENT OF LABOR

UNITED STATES HOUSING CORPORATION

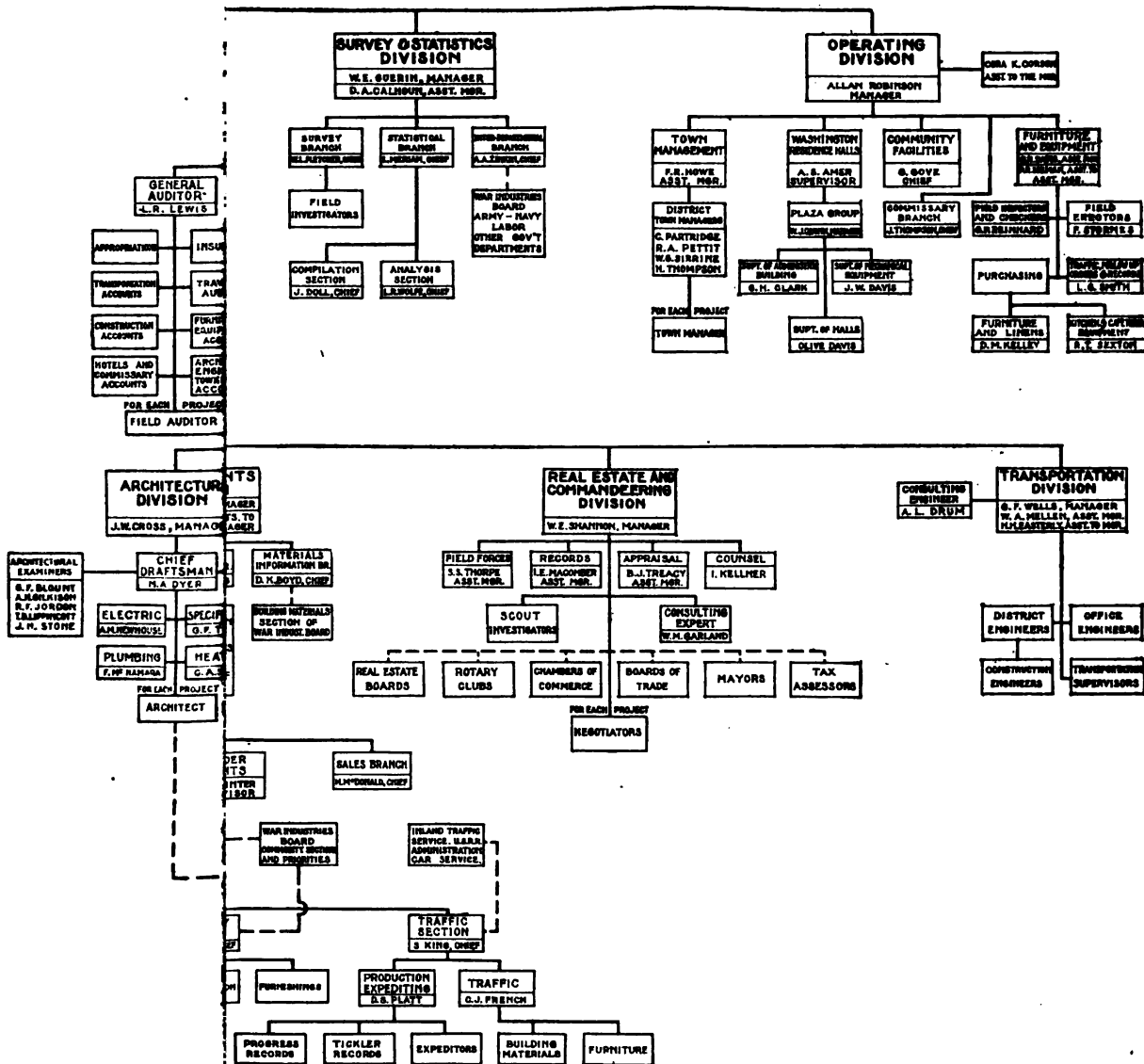
WASHINGTON, D.C.

NOV. 1, 1918

SECRETARY
WATSON

EXECUTIVE SECRETARY
MARLEEN JAMES

J.P. HAMMILL, ASST. TO PRES.
WELLS, ASST. TO VICE PRES.



ascertain the nature, extent, and relative urgency of the housing needs of the different cities requesting aid; who could develop methods of utilizing to a maximum the existing housing of such communities; who could extend the transportation facilities, purchase real estate, design practical houses and villages, arrange for the provision of the necessary municipal utilities and for the construction of dwellings with maximum speed.

A plan of organization was prepared in detail by Joseph D. Leland, 3d, the assistant director of the bureau, which proved to be admirably adapted to its needs. This plan provided for the general service of the bureau—a Legal Division, a Fiscal Division, a general file, supply, and stenographic section (which subsequently developed into the Service Division), a Reference Library and Publication Division (which subsequently became the Homes Registration and Information Division). For special services preceding construction there were developed the Preliminary Investigations Division, the Statistics Division (these two being combined subsequently into the Division of Surveys and Statistics), the Real Estate and Commandeering Division, and the Transportation Division. For the purposes of design and construction there was created the Production Division, which was later subdivided into the Architectural, the Town-Planning, the Engineering, the Construction, and the Estimating Divisions (this later became known as the Requirements Division). For special service during and after construction the Industrial Relations Division and the Operating Division were established.

The three Design Divisions and Construction Division reported through the general manager to the director; the other divisions reported directly to the assistant director or the director. In addition to the above organization, there was an executive secretary, who kept records of all orders and decisions, and an Assistant to the Secretary of Labor, who was assigned to the Housing Bureau to coordinate the policies of this bureau with other branches of the Department of Labor.

Associate directors of the Bureau of Industrial Housing, representing the War and the Navy Departments, sat in the conferences, which heard reports of preliminary investigations and determined the allotments and the number and type of houses to be constructed in each project.

ORGANIZATION OF THE UNITED STATES HOUSING CORPORATION.

By an amendment to the housing act approved June 4, 1918, authority was given to form a corporation to carry out the powers conferred by the act of

May 16. The purpose of incorporation was primarily to facilitate the acquisition of land, the purchase of materials, and the construction of houses. Upon the establishment of the United States Housing Corporation on July 8, 1918, the director of the Housing Bureau became its president, the assistant director was appointed vice president, the general manager of the bureau became its secretary, and the treasurer became the treasurer of the corporation. Subsequently the chief counsel of the bureau was made secretary of the corporation. At the outset the corporation had seven directors, which number was later increased to nine. The Housing Bureau was continued and its personnel was identical with that employed by the corporation.

FUNCTIONS OF THE DIVISIONS.

SURVEYS AND STATISTICS DIVISION.

The Preliminary Investigations Division was one of the first established. It sent field agents to the cities or industries which reported that their war contracts were delayed because of shortage of housing. These field agents consulted with the local representatives of Government departments, with the manufacturers engaged in war industries, with the chambers of commerce, real-estate boards, the mayors of cities and other public officials, with welfare organizations, and with workmen and their families, in order to determine the nature and extent of the need—whether the shortage of housing did actually interfere with the fulfillment of the war contracts and whether or not the local housing problem could be met by other means than house construction.

The Statistics Division meanwhile sent detailed questionnaires to local manufacturers inquiring particularly concerning the number and proportion of skilled and unskilled, male and female, married and unmarried employees, and the expected increases of each group. The statistics also covered the value and nature of output, wages and the proportion of the personnel which was engaged on war contracts. The sort of housing required by employees was ascertained together with the correlation between labor turnover and the available housing.

At the same time a questionnaire was sent to community organizations and local officials to secure an estimate of the available housing of the community.

In August, 1918, the Preliminary Investigations and Statistics Divisions were eliminated and a new Division of Surveys and Statistics was established. This latter division, though including all of the functions of the two divisions above mentioned in more elaborate form, was designed further to make a complete industrial and housing canvass of cities in which there were factories handling war contracts. This was in order that it might discover how much local labor was being utilized on war industries and how much on less essential industries, it being the intention of the War Industries Board, in view of this information, to devise means to transfer labor from less essential to the more essential industries. This division furthermore prepared detailed reports concerning the amount of available housing in cities having war contracts in order to inform the War and Navy Departments of the condition of these cities, so that they might place future contracts in communities in which production would not be hampered by lack of housing facilities. (See Appendix IV.)

HOUSES REGISTRATION AND INFORMATION DIVISION.

The Reference Library and Publications Division was established May 1, 1918, to keep the records of the surveys conducted

by the divisions above mentioned and of the stage of progress in each of the projects handled by the bureau. Reports and conferences pertaining to surveys, land negotiation, design, and construction, together with a digest of all important letters pertaining to a given project, were assembled together in the form of project books, of which there were several copies for each project, and were maintained by this division for the use of the office staff of the corporation. It was thus possible as a project progressed for each new division concerned to inform itself concerning the previous negotiations and the status of the project. Such information was very important for adequate treatment of new questions as they came up.

A reference library was also maintained by this division with essential reference handbooks and other important literature on housing and related subjects. Although the collection of the library was kept small, it maintained a comprehensive catalogue through which it was possible for it to secure reading references on any given phase of this subject, and the books, reports, periodicals, or maps requested were borrowed from the Library of Congress for the use of members of the Housing Corporation. Digests were made of important articles appearing in current periodicals on the subject of housing and copies sent to those divisions most concerned. By centralizing the information service in this manner an immense amount of time was saved to members of the corporation.

In June, 1918, this division was eliminated and its functions were taken over by the Homes Registration and Information Division. In addition to the above-mentioned functions, the Homes Registration Division conducted vacancy canvasses in each of the industrial communities called to the attention of the Housing Corporation by the War or Navy Department, and wherever necessary established registries of rooms, flats, and houses for the use of employees of the local war industries. The records of the vacancy canvasses were also submitted to the Transportation Division in instances where there was a probability that the vacancies so discovered could be utilized more advantageously in case transportation arrangements were improved. Records of such vacancies were also transmitted to the War Industries Board and to the War and Navy Departments and were utilized to influence the placing of future contracts as well as the amount and type of dwellings to be constructed. Local committees on rent profiteering were also established in cooperation with the Council of Defense.

The publications of the Housing Corporation were edited or passed upon by this division. (See Vol. I, Appendix V.)

TRANSPORTATION DIVISION.

The Transportation Division was established in accordance with the act of May 16, 1918, for the purpose of improving existing transportation facilities and creating new transportation facilities for industrial workers. In many communities there were vacant houses which could be used by industrial workers provided arrangements for transporting these workmen from their industry to their homes could be devised.

The work of this division comprised the investigation of transportation conditions in congested industrial communities to see if the problem of housing labor could be solved through new or improved transportation service—the rearrangement of train schedules, the improvement of existing steam and electric railway systems, the financing of electric railway extensions, or the installation of special train service. After such investigation steps were taken to improve transportation where needed, by advice, priorities and by loans at 5 per cent interest for the extension of roads and the purchase of equipment. (See Vol. I, Appendix VI.)

REAL ESTATE DIVISION.

The Real Estate and Commandeering Division was charged with the investigation of industrial communities to discover available plots of land suitable for proposed Government construction, to ascertain general values in advance of publicity, and to arrange for competent appraisals. It was also responsible for negotiating the purchase of parcels of land selected by the corporation. Land was usually acquired by purchase, but where necessary for speed or to protect the Government's interest it was taken by requisition. Appraisals of sites under consideration were secured from the mayor, the tax assessor, the real estate board, the chamber of commerce, the board of trade, and the Rotary Club. Vacant house property was also purchased, leased, or requisitioned through this division. (See Vol. I, Appendix VII.)

DESIGN DIVISIONS.

The Architectural Division, the Town Planning Division, and the Engineering Division prepared the plans for the various housing developments. Representatives of these three divisions, in conjunction with representatives of the Real Estate Division, recommended the sites to be selected and the number of houses of each type to be constructed by the Housing Corporation at each of its projects. The Architectural Division was primarily responsible for house plans and standards; the Town Planning Division for site plans, lay-out of streets, blocks and lots, location of stores, schools, other public buildings and playgrounds; and the Engineering Division for the planning for water supply, sewerage, drainage, electric and gas lighting, street paving, fire protection, and the general extension of municipal utilities to the communities constructed by the Housing Corporation. The Engineering Division was also charged with making negotiations with municipalities and utility corporations for necessary services for lighting, water supply, etc., and for making loans where necessary for this purpose. (See Vol. I, Appendix X.)

The architectural, town planning, and engineering firms employed by the Housing Corporation to design the houses, sites, and utilities reported to and were instructed and supervised by these three divisions. (See Vol. I, Appendices VIII, IX, and X, and particularly Vol. II, which describes in detail the work of these three divisions.)

REQUIREMENTS DIVISION.

The Requirements Division coordinated the work of the Design Divisions and the Construction Division by securing and distributing information concerning the use, cost, and availability of building materials; by analyzing, estimating, and checking the cost of projects; and by preparing in advance lists of materials which it would be necessary to purchase and to transport. For the above purposes it maintained a materials information section, which worked in conjunction with the building materials section of the War Industries Board, and an estimating section. In addition there was a private housing project section, which investigated private applications for Federal licenses to construct houses for war workers, and determined whether such licenses should be granted, authority having been granted this section to make final recommendation to the non-war construction section of the War Industries Board for the granting of such licenses. (See Vol. I, Appendix XI, and Vol. II, p. 67, and Appendix II.)

CONSTRUCTION DIVISION.

The Construction Division was charged with the actual building of houses and estates which had been designed under the direction of the Architectural, Town Planning, and Engineering Divisions and voted by the executive staff. It consisted of the contract

branch, the materials procurement branch (in which there was a requisition section for securing materials by requisition), a procurement section for the procurement of materials ordered, a traffic section to promote speedy delivery of materials, and a priority section (to obtain priorities for materials and transportation).

In this division were placed the traveling supervisors and the project managers and works superintendents, who promoted, coordinated, and supervised the work of the contractors employed by the Housing Corporation. In this division, also, was the cost reports branch, established to keep accurate records of the progress and cost of the work on each project, in order to check the performance of the contractor and to promote speedy and economical construction. (See Vol. I, Chap. V, and Appendix XII.)

INDUSTRIAL RELATIONS DIVISION.

The purpose of this division was to take care of labor problems on the housing projects, to deal with questions of wages, hours of work, and with questions of health and recreation of the employees of the corporation, of the contractors, and of the employees of war industries living in temporary quarters provided by the Housing Corporation. It maintained a corps of special representatives to examine conditions of labor, investigate complaints, improve living conditions of labor, and adjust disputes. (See Vol. I, Appendix XIII.)

OPERATING DIVISION.

The Operating Division was established in June, 1918, in order to examine the plans for housing projects with reference to the operating point of view and to make constructive criticisms of such plans with reference to their knowledge of the habits of living of the industrial classes. This division was charged also with the purchase of furniture and equipment for dormitories, hotels, and cafeterias. The ultimate work of this division was, however, to manage the estates constructed by the Housing Corporation and to arrange for a rental policy and a plan of operation which would protect the Government's investment and at the same time promote the efficiency of the tenants. The usual duties of a real estate agent in the management of property were assigned to this division, for the properties of varying sizes and types, scattered from the Pacific to the Atlantic, and from Maine to Virginia.

In addition to its function as real estate agent, it was, as a Federal agency, charged with the maintenance of conditions at a standard of healthfulness and civic well-being consistent with the dignity and responsibility of the Federal Government. (See Vol. I, chap. VI, and Appendix XIV.)

The Government hotels for women war workers in Washington were managed at first under the direction of the Operating Division. In February, 1919, the manager of these hotels was instructed to report direct to the vice president of the corporation. (See Vol. I, Appendix XV.)

LEGAL DIVISION.

The work of the Legal Division was largely advisory on matters of policy and procedure. It handled legal details of real estate purchases and requisitions, of transportation and utility loans, and the preparation of deeds, contracts, and leases. (See Vol. I, Appendix XX.)

FISCAL DIVISION AND TREASURY DIVISION.

The Fiscal Division was established to record and control the financial transactions of the Housing Bureau and of the Housing Corporation, to maintain special records and to comply with the

requirements of section 6 of the act of May 16, 1918. It comprised the auditing and accounting sections in charge of the comptroller, who was charged with the auditing and recording of all payments and accounts. Traveling auditors and field auditors for each project reported through the general auditor to the comptroller. The treasurer's office was responsible for all cash receipts and for the payment of audited vouchers, for the preparation of schedules of disbursements, and for the direction of the work of the disbursing officers in the field. (See Vol. I, Appendices XVIII and XIX.)

The chief clerk of the Housing Corporation, in charge of supplies, the general files, the mailing, and general stenographic service, originally reported to the Fiscal Division. On July 9, 1918, this service was separated and was subsequently known as the Service Division.

SALES DIVISION.

Upon the signing of the armistice, the abandonment of 54 projects and the curtailment of 15 others left an immense amount of material in the hands of the Housing Corporation. Some of these materials could be transferred to continuing projects, but it was necessary to store the remaining material or protect it from the elements and to sell it at the best available prices. A sales branch was therefore established in the Construction Division to handle the storage and sale of this material. This branch was made a division of the Housing Corporation on June 30, 1919, and the office of custodian of salvaged property was created on June 15, 1919. The custodian took charge of all dead projects and of all surplus materials, except such as were turned over to the Operating Division. (See Vol. I, Chap. VII and Appendix XXIII.)

ADJUSTMENT COMMITTEE.

The cancellation and curtailment of contracts immediately following the armistice made necessary the establishment of a branch of the Housing Corporation to adjust the claims of contractors and vendors arising out of the cancellation of work. A committee was therefore formed, consisting of the manager of the Requirements Division, the assistant to the general manager, the general supervisor, the chief of the contract section, the treasurer, and the contract adviser. This committee was reorganized on March 1, 1919, with representatives of the Requirements and Construction Divisions. To this committee was also assigned the adjustment of claims on projects upon which work was proceeding but where the contractors claimed additional remuneration due to changes in kind and amount of work involved. Contractors appeared before this committee, and the committee in turn submitted its recommendation, reasons, and evidence to the executive committee, which in turn submitted their recommendations to the board of directors of the Housing Corporation for approval. (See Vol. I, Chap. VII and Appendix XXIII.)

COMMITTEE ON REQUISITIONED HOUSES.

In the late summer of 1918 a special committee, consisting of the managers of the Homes Registration and Information Division, the Real Estate and Commandeering Division, and the Operating Division, was established to investigate the vacant dwellings in Washington and to requisition the use of such property for the period of the war, subject to the approval of the president of the corporation and the Secretary of Labor. Properties requisitioned were either released to owners, under restrictions requiring their use by war workers, or were leased to persons who would utilize the rooms in accordance with the instructions from the committee, or were operated by the Housing Corporation through the office of the Washington Division of the Homes Registration Service. (See Appendices XVI and XVII.)

CHAPTER III.

GENERAL POLICY.

Preliminary work of Housing Bureau—Temporary versus permanent construction—Standards of Housing—Government loans to private building companies versus Government construction—Real Estate Division plan—Criticisms of the Real Estate plan—Government loans to local housing companies—Criticism of company plan by defenders of Real Estate plan—Objections of the Real Estate Division considered—Defense of the local housing company plan—Reason for abandonment of this plan—Adoption of plan of Government construction and operation—Policy with reference to investigations.

PRELIMINARY WORK OF HOUSING BUREAU.

During the five months which had elapsed between the establishment of the Bureau of Industrial Housing and the time when the United States Housing Corporation was formed and provided with money to invest in house construction much important work was accomplished. Funds had been made available by President Wilson on March 12, 1918, from the sum which Congress had placed at his disposal for national security and defense. From this sum \$60,000 was allotted to the Secretary of Labor to get together an administrative force and undertake preliminary work. Further funds were loaned by the Navy Department to the Housing Bureau to make investigations and draw plans for the more urgent Navy projects.

By means of this financial assistance it was possible to get together a small staff of experts. Men were drawn from all over the country who were acknowledged leaders in the fields of real estate, architecture, engineering, town planning, construction, transportation, and other branches of housing science and practice. They set to work to make investigations of the housing needs of communities and of war industries requesting assistance; to prepare tentative allotments to those communities which demonstrated the most imperative need of assistance; to draw up standard house plans and instructions for architects, engineers, town planners, and contractors; to employ architects to draw plans for housing projects, the urgency of which had been certified to by the War or Navy Departments; to frame contract forms and to draw up a tentative policy with reference to methods of finance and operation.

It was therefore possible, by the time that the \$60,000,000 fund was made available and the Housing Corporation was established, to let contracts almost immediately for the construction of houses in those communities where there was the greatest need.

TEMPORARY VERSUS PERMANENT CONSTRUCTION.

The first essential was to determine the mode of housing the industrial workers. The policy of housing them in barracks, like soldiers, seemed inadvisable, inasmuch as their specialized indoor work did not produce the same physical hardihood as is found in military men nor were they in any sense under discipline. The extension of the draft was rapidly removing young physically fit industrial workers, leaving married men who were older or men who were unable to meet the physical requirements of the draft, to engage in industrial operations. It was decided that such of these men as were unmarried could be housed in dormitories of temporary construction, provided they were built with individual sleeping rooms and properly equipped with common rooms to provide for physical recuperation after the excessively long working day which was forced by the war emergency. It was reported, however, by manufacturers from many parts of the country that it was quite impossible to hold married skilled workers, even in the best-equipped dormitories. For this latter group the building of houses was necessary in order that the men might establish their homes in the industrial centers. In no other way could discontent and a high labor turnover be overcome.

The next essential was to determine whether family houses built by the Government for war purposes should be of temporary or permanent construction. This was a question upon which there was at first a considerable variety of opinion. The arguments for temporary construction were, chiefly, that it was a quick form of construction, relatively inexpensive, and was likely to be adequate for housing purposes during the period in which we would probably be at war.

Attention was called to the fact, however, that buildings of temporary construction deteriorated very

rapidly; that they tended to become unwholesome and unsightly unless they were built of the best materials, carefully put together, and with good foundations. It was pointed out that types of emergency construction such as had been erected at San Francisco after the earthquake and fire and in Galveston after the flood, though built for temporary use only, tended to become the permanent residences of the poorer classes. The houses, instead of being torn down, were moved to the back of the lots, and became the homes of alley dwellers, new houses being constructed on the street. Or, where new houses were not constructed, the unsightly shacks remained, depreciating property values and retarding the development of the community. In some parts of these cities "shack towns," ugly clusters of dilapidated, insanitary structures, remained, and in such quarters low standards of health, and often of morality as well, were prevalent. The building of shacks was, therefore, bitterly opposed by all who had had experience in this subject.

In the North, where winters are severe and where houses must be heated and must be weatherproof, so substantial a house is required that it was thought there would be no economy in the use of temporary structures, except for the housing of single men. The difference in cost also, is relatively slight between a substantial ready-built house, with proper foundation, cellar, and equipment, and a permanent frame house, when built with all the economies which can be secured through large-scale production. Yet the salvage value of the latter type of house is materially greater than that of the former. Chiefly for this reason it was determined to construct permanent houses in all communities in which there would be a demand for such additional housing after the war emergency should be over. Temporary structures were designed, however, for remote communities in which the war-time population would be abnormally large and in which permanent houses would have no salvage value, except for the materials employed in their construction.¹

In many communities in which there would be a demand for permanent family housing there would be no permanent demand for dormitories built to house single labor during the war period. In such places temporary structures were erected. In Washington the Government hotels for women were of temporary construction. Few exceptions were made to the ruling above and the experience of the corporation since the armistice has amply demonstrated their wisdom.

¹ Ready-built houses were constructed, for example, at Norfolk, Va. (see vol. II p. 274), and at Seven Pines, Va. (see vol. II, p. 34-3). At Pompton Lakes small dormitories convertible into cottage homes were erected.

STANDARDS OF HOUSING.

The Federal Government having determined to build permanent family dwellings, it was incumbent upon it to decide upon standards with reference to planning, materials to be employed, lighting, ventilation, heating, sanitation, and fire prevention. The purpose of such standards was twofold—to provide for the health, safety, and well-being of the occupants of the house, and to standardize construction in order to economize in the use of materials and labor in so far as such economy might be consistent with the well-being of the occupants of houses.

The first step taken by the Housing Bureau was to prepare a manual of standard instructions for the use of its architects. The housing committee of the Council of Defense had already begun a compilation on this subject, which was carefully formulated and revised by the Bureau of Industrial Housing and Transportation in February, 1918, and published in March under the title "Standards Recommended for Permanent Industrial Housing Developments." Twenty-five persons were associated in the preparation of this pamphlet. The standards were presented, not as inflexible requirements, but with the statement that "any plans which failed to conform with them were not likely to be accepted, unless supported by very strong reasons." These provisions, which are published in Appendix X of Volume II, specify in some detail the size, arrangement, and equipment of dwellings of each type that the bureau contemplated erecting. Their publication was closely followed by the preparation of detailed specifications of sizes and materials of house parts, specifications which, however, had to be materially modified from time to time by rules issued periodically by the War Industries Board. (See report of Requirements Division, p. 192.)

Standard house plans were drawn up by the architects of the Housing Bureau applying these printed standards and providing for the economies which come from large-scale standardized construction. (See Vol. II, Chap. V, and Appendix XI.)

GOVERNMENT LOANS TO PRIVATE BUILDING COMPANIES VERSUS GOVERNMENT CONSTRUCTION.

The most difficult question of policy which faced the Bureau of Industrial Housing during the early months of 1918 was to determine upon the best method of investing Government funds for the promotion of quick construction of suitable houses in quantity. No one plan ever secured the unanimous approval of the staff of the Housing Bureau. Three main types of plan were considered, but various modifications were

suggested to each. In brief, the three plans may be described as—

1. Supervised Government loans, through local financial institutions, to individuals, operative builders, and corporations.

2. Federal loans to a single representative local housing corporation to be formed and to operate under the direction of the Housing Bureau.

3. Construction and operation of houses by the Government direct.

The first of the above plans was offered by the Real Estate Division; the second plan was favored by the rest of the staff of the Housing Bureau, and was virtually the same plan as had already been put in operation by the Emergency Fleet Corporation. It was the expectation of the Housing Bureau until early in June, 1918, that some form of plan 2 would be followed. On June 13, 1918, plan 3 was formally adopted as the policy of the bureau at the order of the Secretary of Labor. The details of each of these policies and the reason for abandoning plans 1 and 2 are submitted below:

THE REAL ESTATE DIVISION PLAN.

Under plan 1, in its final form, attention was called to the "thousands of building organizations, individuals, and property owners normally engaged in the production of new houses throughout the United States who are idle" and to the fact that "in every community there are lands that owners hold and would be glad to improve if money could be procured, even upon the customary loaning basis." The following plan was submitted by the Real Estate Division to "get such agencies in motion upon a minimum entailed expense." The original wording of this and other office memorandums has been retained throughout this chapter.

1. The making of loans through local banks, trust companies, and commissions appointed as trustees for the Government not to exceed 80 per cent of the cost of the land and buildings, said loans not to exceed a term of 15 years, installments on principal payable semiannually with interest at the rate of 5 per cent per annum, said loans to be secured by a mortgage or deed in trust, which shall be an absolutely first lien on the property. The approval, terms, and conditions of loans are to be controlled by this bureau and the said trustees acting merely as representatives of this bureau in the execution of the details in connection herewith, thereby avoiding the entry in the matter of any influence or personal interest on the part of such trustees.

2. The assumption of excess war cost by the Government.

3. Payments on building loans to be made as the work progresses.

4. Where practicable, to provide priority shipments and reduced prices on material available to the Government.

In order to overcome possible objections to this policy, such as profiteering and shoddy construction, the Real Estate Division has seen fit to—

1. Require, prior to the making of such loans, the submission by the prospective borrower of detailed plans, specifications, map of project, showing the layout of proposed houses, survey of the land intended to be developed, and the signing of an application for a loan, which calls for further material information, a copy of which is on file in the Real Estate Division.

This bureau to consider the suitability and location of the land for war housing in making of loans herein contemplated. The

appraisal of land made in connection herewith shall control and be applied in fixing cost for sale and rental.

2. Limit the sale price to purchasers to an amount not to exceed 8 per cent plus the cost of land and structure.

3. Require rent not to exceed 13 per cent, which includes maintenance, interest on mortgages, taxes, assessments, etc.

4. Require amortization of loan at the rate of 3 per cent per annum, payable semiannually, as above mentioned, last payment to include unpaid balance of principal.

5. Provide for proper inspection on construction by the Government.

6. Require as a protection to the Government in arriving at the excess war cost a sworn statement of cost of the building, supported by vouchers filed with the bureau upon completion.

The following argument was submitted for this plan:

Under this policy all questions are settled before the prospective borrower secures the loan, thereby avoiding endless delays that naturally result where questions are left to be decided on or approved by the Government subsequent to the making of the loan. This policy consequently contains sufficient points of attraction for practical builders and sufficient limitations to avoid profiteering and shoddy construction. * * *

There is no doubt that this form of operation would be conducive of quick results, and after all that is of the essence at the present time. Shoddy construction and profiteering can be guarded against without any great difficulty. * * *

Furthermore, too much stress need not be laid upon the limitations of the sales and rental of the houses for industrial workers only. Generally speaking, all of the people must be housed. As soon as residents other than industrial workers living in a given locality have houses in excess of their needs, the war workers derive the benefit thereof, and vice versa. Therefore, whether the houses are occupied by war workers or not, the practical result desired is the adjustment of supply and demand. The value of this plan is that it translates the requirement of the Government into terms of local custom and procedure, largely dissipates community resistance, and stimulates immediate action.

CRITICISMS OF THE REAL ESTATE PLAN.

The objections to the plan of the Real Estate Division were summarized by the assistant director of the Housing Bureau as follows:

The advantage claimed for the real estate plan is that it will secure houses more speedily than under the adopted plan. While there might be single instances in which this would be true, it is difficult to see how a plan involving the operation of so many different small builders in the same community, with the diversity of plans and the necessary preliminary investigations as to financial responsibility, etc., and in the making and carrying out of the various contracts with them, and by them with others, could do otherwise than tremendously retard the whole plan of supplying houses in the quantity needed in the given community.

The chief disadvantages which appear in the real estate plan can be briefly summarized as follows:

1. The success of the real estate plan depends on speculative profits. Only such profits would call the local builders into the field. This alone is a serious objection since, with the already exceedingly high cost of labor and material which must be met, we would so burden the expense of the houses to the worker that we might largely defeat the purposes of making them attractive to him, and thereby fail to induce him to take up his abode in the community. The Real Estate Division recognizes that "the machinery of competitive housing operations is already paralyzed." Therefore, there must be a greatly increased inducement in the form of speculative profits before these housing operations could be revived.

2. The widely scattered and unrelated building operations in a single community would result in—

(a) Greatly increased difficulties of control or supervision by the Government with entire absence of control after completion. This applies to every feature outlined above in discussing the control maintained by the Government under the adopted plan.

(b) The advantage of large scale or quantity production would be completely lost, and there would be constant competitive bidding in each locality for labor and material, with the consequent increase in cost as well as delay in construction. Nor would any one of these smaller projects contemplated by the Real Estate Division be large enough to attract and enlist the services of the more skilled contractors, architects, and town planners, all of whom could be employed at a relatively small cost in a single large project.

(c) Practically all the advantages in uniformity of design and plan with reference to the character of houses constructed and the peculiar needs of the particular community would also be lost. The Real Estate Division well says that the small operators seriously object to "limitations."

(d) It is entirely conceivable that in many communities it might not be possible to secure a sufficient number of small independent builders to supply the number of houses required by the Government, and much time would be lost in an elaborate investigation to determine their existence, number, and capabilities, with the result that the Government itself would have to step in finally and supplement the program after much time had been lost. Furthermore, the most careful investigation and subsequent supervision would fail in many cases to prevent the community and the Government from being victimized by builders who were later found to be wholly irresponsible. The adopted plan (plan 2) amply secures against such a result.

(e) It would involve almost endless delays and complications to secure the necessary priority orders for a number of small builders or contractors in each community, whereas this is comparatively simple with a single large contractor operating directly under Government supervision.

GOVERNMENT LOANS TO LOCAL HOUSING COMPANIES.

Plan 2, as submitted at the staff conference on May 29, contends that the primary purpose in the whole scheme of industrial housing is to provide such living conditions as will conduce to the highest degree of efficiency of war workers, without which shipyards, arsenals, and factories will run short-handed and produce less than their maximum output. Our housing plans are and should be, therefore, a part of the larger 'win the war' policy, and time is the very essence of such policy. In working out this policy new houses should be built, therefore, only after every other means of stabilizing labor in a given community has been exhausted, as by saturation, transportation, etc.

The development of these new communities, for that is what many of them will be, should be attended by as many factors as possible making for community stability, and this requires a consideration of the social interest or welfare of the individual worker of the particular locality and of the country at large. The maximum of these latter factors, susceptible of introduction in any case consistent with the speedy accomplishment of the primary purpose above mentioned, will make what for brevity may be called the ideal practical plan.

The detailed suggestions below were offered as a tentative scheme for the promotion of housing development—"where the Government extends aid to local housing companies."

HOUSING DEVELOPMENT PLAN WHERE GOVERNMENT EXTENDS AID TO LOCAL HOUSING COMPANY.

1. A housing company to be formed under the laws of the State in question. All the capital stock to be subscribed for by local interest, and to represent at least 20 to 30 per cent of the total fund for the enterprise. The subscribed capital stock to be paid for from time to time pro rata as the Government loan is made. The company to procure the necessary land, build the houses, and manage and sell the property.

2. The Government to loan the company the balance needed for the work, approximately 70 to 80 per cent, at not less than 5 per cent interest payable semiannually, secured by a first mortgage on all the property of the company, the loan to mature in 1933. Interest to run from the time when the Government advances begin and until completion of construction and to be added to the principal; interest shall run from the date of completion, but the right to foreclose for any default in interest to be suspended for the first year.

3. The company will develop and improve the property and construct the housing and community features according to plans and specifications, and with a choice of architects, engineers, and contractors, all of which, as well as the contracts, must receive the approval of the Bureau of Industrial Housing and Transportation. The management of the property and the administration of the reserves will be subject to Government inspection and audit.

4. It is proposed that the board of directors be of such size as to allow representation of a number of the local public-spirited interests to become stockholders in the company. The Government should have ample representation on the board of directors. This can be secured by a pledge of enough stock to protect the Government's interests until the Government loan shall have been paid in full, and minority representation can be provided for in the articles of incorporation. The active operation of the company can be conducted by an executive committee chosen under the by-laws with majority and minority representation.

5. The policy of the company will be to rent houses to workmen in the war industries at moderate rentals and in case of sales to sell at prices attractive to the same class of employees. Rentals and selling prices will have to be fixed to give the returns necessary for the various financial needs of the company, including the amortization of the investment during an assumed life of the improvement and the amortization of the local capital.

In fixing rentals and installments the following factors will have to be taken into account:

1. *Fixed charges.*—Interest to the Government, interest to the housing company or its successor, insurance, and taxes.

2. *Reserves for upkeep of rented houses.*—Repairs, renovating, and redecorating.

3. *Reserve for loss in case of non-occupancy.*

4. *Overhead expenses of administration.*

5. *Amortization of total investment.*—Government advance and local capital.

The amount of rental ought to be sufficient, if possible, to cover all the above, and certainly should be kept as low as possible.¹ In case of sales the installments should not be less than the fixed rentals thereon.

While any lease or deed will run in the first instance to an industrial employee, no selling restriction will be placed upon a subsequent sale by the purchaser, except that in case of the intention of any purchaser (original or subsequent) to sell before the amortization of the total investment he shall notify the company and per-

¹ This was intended to mean that the rentals should not be so high as to cause hardship to the industrial workmen for whom the houses were built.

mit it to purchase from him at an appraised value before he may exercise the right to sell to an outsider (the appraised value to be determined by three appraisers chosen in the usual manner), the company on its part not to be bound to buy but to undertake to use its best efforts to obtain a purchaser satisfactory to it to purchase at the appraised value, an effort being made, as far as legally possible, to restrict the occupancy to war workers.

6. On a date not more than five years after the close of the war, an appraisal shall be made of all the buildings to fix their reproduction cost¹ as to that date. This appraisal to include all houses sold as well as those still owned by the company. If the reproduction cost found on that appraisal should be less than the total original cost of the buildings, the Government will abate the principal of its loan to an equivalent amount in favor of the company, the amount of this abatement to be called the excess war cost, but the Government to be given the benefit of the land increment.

Separate appraisal shall be had of each house sold by the company to a purchaser (whether fully paid for or not), and he shall receive the benefit of the allowance of the excess war cost upon his particular house, either by a credit upon the balance of his purchase price, or where that balance is less than the excess war cost by payment of the difference to him in cash.

7. Deeds to purchasers shall contain in full restrictions against nuisances, business occupations, except in permitted localities, and also restrictions of the character of business, setback, sheds, outbuildings, backyard and alleyway development, minimum cost of any new building to be erected in place of that built by the company, percentage of lot, occupation, etc. All these restrictions to be permanent for the benefit of all other purchasers.

8. The mortgage in favor of the Government to run directly to a trustee to secure the bond or bonds given to the Government, this trustee to be preferably a local trust company. Before any sale the trustee will give a release of the property in question so that the company can give the purchaser an unencumbered deed. The trustee will receive the amount of each payment (which will go to the Government) and purchase-money mortgages of the purchasers for the balance in each case, these purchase-money mortgages to be held by the trustee as security for the Government loan in substitution for the properties released. As the purchasers from time to time make payments on account of the purchase-money mortgages, these payments also will go to the Government.

9. After payment of accrued interest on the Government loan, operating expenses, fixed charges, and the sums necessary for the service of the various reserves, the company will apply any surplus income to the amortization of the Government loan at the rate of about 2 per cent on the original total amount of the loan.

If by reason of installment payments the company shall have available a greater amount than about 2 per cent per annum of the Government loan, the additional amounts also shall be used to amortize the loan. If amortization takes place in any year in an amount greater than such per cent on the loan, the amount of the surplus amortization shall be deducted from the amount of the original loan in order to furnish the basis on which future amortization will be required.

10. After meeting the annual requirements covered in the preceding paragraph, the company may pay dividends on the stock representing the local capital at a rate not exceeding 6 per cent per annum, payable at such dates as the board of directors may decide. The dividends shall be cumulative, so that if less than 6 per cent is paid in any year or years, the deficiency may be made up, when possible, out of subsequently accumulated revenues.

¹ The words "and their value" should be inserted.

11. After the Government loan has been retired any surplus income may be used by the company for retirement of its capital stock.

12. After all the capital stock shall have been retired except the amount necessary to keep the company alive and to qualify directors, the company will apply its remaining assets in refunding to the Government the amount of any excess war cost which may previously have been written off. The company shall contribute any surplus to the locality for such public benefits as the board of directors of the company may decide to be the most appropriate at that time. They might, for instance, require cash assets to be applied in reduction of the city's bonded indebtedness; or, if available land remained, they might dedicate it for public uses, such as parks, school sites, etc. The articles of incorporation will cover this point in general terms.

13. Finally, during the life of the loan to the housing company the Government shall have the option of canceling the agreement and acquiring its interest by paying to the company all that the company has reasonably expended in the enterprise, with interest from the several dates of expenditure, less the total amounts received at any time by the company with interest on such receipts from the dates of their accrual. This option may be exercised whether the company be in default or not, and will be a means of insuring the management of the enterprise for the best interest both of the Government and of the worker.

In the operation of the foregoing plan, the Government would suggest that the housing company should rent rather than sell to the industrial workers during the period of the war, if it is feasible to avoid making sales of the houses, the company, however, to make a provision in each lease or otherwise that should the house be sold to the tenant after the war, the housing company will give a credit on the purchase price for a reasonable proportion of what he has paid in the form of rent. This plan would leave the community freer to readjust itself to postwar conditions and to adopt such plan of private or of community ownership as may then seem most desirable, both from the standpoint of the individual worker and of the community. It would also leave much more flexible the matter of controlling the character of occupancy of the property during the war and would obviate the necessity of inserting in the deeds (or mortgages) restrictions against alienation or special occupancy, which are of very doubtful practicability. It should always be kept in mind as of first importance that the houses built or acquired must be occupied only by war workers during the period of the war. In case of a sale, it would be difficult if not impossible in many cases thus to control the occupancy. Death, discharge, disability, or removal of the original purchaser, or a resale by him to a nonwar worker might thus entirely defeat the purpose of the appropriation. But all this could be effectively controlled if the property is rented and not sold to the worker during the war.

CRITICISM OF COMPANY PLAN BY DEFENDERS OF REAL ESTATE PLAN.

The Real Estate Division was opposed to the plan adopted because—

1. It is so vague and general as to be impossible of practical application.

2. It is of such a nature that practical builders will not operate thereunder on account of the numerous limitations and conditions, notwithstanding that the business of housing ought to be operated by those who understand it.

3. It gives to one company a monopoly of the housing problem in a particular locality.

4. The almost impossibility of sufficiently protecting the Government.

5. Workers will not live in houses owned or controlled by their employers.

6. Loss of time and money inherent and incidental to such a policy on account of inexperience and lack of knowledge of the subject.

The policy suggested by the staff at the conference above referred to, other than the Real Estate Division, in substance is a copartnership consisting of the local interests and the United States Government. The Government to furnish practically all the money and practically build the houses. In this plan the first thought apparently seems to be the community feature. It is well to have these community features, but we are at war, and the first problem is housing. Community features will come in due course. There is no question that this plan will be attractive to practical builders and consequently will resolve itself into the construction of houses by local housing companies consisting of manufacturers, bankers, chambers of commerce, and the Government, which on account of the many interests represented will naturally be conducive to a great loss of time, due to such diversity of interest. Practical builders will not operate under this plan because they are subjected to too many limitations. These local housing companies in turn will very likely be compelled to resort to practical building companies or individuals to do their construction who will require a profit. Furthermore, in addition to such profit, these local housing companies will be obliged to add their administrative expenses, which will, therefore, add to the overhead, and consequently unduly increase the cost of construction. Sight should not be lost of the great loss of time incurred in the process of organization of such companies.

The great advantage of the plan proposed by the Real Estate Division is that the Government will not only get its money back because the builders in protecting their interests will simultaneously protect the interests of the Government, but at the same time will secure the much-needed houses at a maximum speed.

The construction of houses is a business just as the manufacture of guns, ammunitions, ships, banking, etc. Let gun manufacturers manufacture guns, ammunition manufacturers manufacture ammunition, shipbuilders build ships, bankers do banking, and let practical builders build houses.

There seems to be no difference of opinion in regard to the alternative plan, viz., that if no other feasible method of operation can be arrived at, the Government itself shall enter upon construction of houses.

THE OBJECTIONS OF THE REAL ESTATE DIVISION CONSIDERED.

The criticisms of the local housing company plan were answered by the assistant director as follows:

The following numbered objections in opposition to the adopted plan have been raised by the Real Estate Division:

(1) That it is vague.

This conclusion was perhaps reached because the Real Estate Division had before it the very brief outline of policy, which of course was not intended to go into details of operation, but which will be covered with ample detail and specific safeguards in the loan agreement, the mortgage, and other instruments that may be found necessary in putting this policy into effect.

(2) That practical builders will not care to enter upon the work because of the numerous limitations imposed by the Government.

This criticism is in striking contrast to the charge of vagueness, and, in fact, it is not altogether clear just what the basis of the criticism is. Certainly the housing companies will be amply prepared to employ practical builders of the first order, since the contracts will be of a size to attract them. And in the subsequent operation of the development the housing companies will have ample means to employ men experienced in handling the sale and rental

of houses on a large scale. The Government itself will have the services and advice of its own practical builders, who will doubtless be of great aid in securing the services of other practical builders by the particular housing companies. If, however, it is meant by "practical builders," the small building operators who may be of limited or doubtful financial ability, we would consider it a distinct advantage to have such builders eliminated from the plan of operation.

(3) That it gives to one company a monopoly of the housing problem in a particular locality.

It would seem to be clear, from what has been said, that "monopoly" in this instance, with the adequate and continued Government supervision and control, has many advantages in these building operations which can not be secured in any other possible way. The stock objection to monopolies (which the Real Estate Division could scarcely have had in mind) that monopolies make inordinate profits out of the community has no possible application here, as the profits are limited absolutely to a 6 per cent dividend. But there is nothing in the adopted plan that would prevent the local builders from pooling their interests and bidding on the construction work. Other things being equal, no doubt the local interests would be favored in letting the contracts.

(4) That it is impossible sufficiently to protect the Government.

One of the great advantages claimed for the adopted plan is the ease with which the Government's interest can be protected, as above explained. Conversely, it would be almost impossible to protect the Government's interests if it had to supervise and audit the accounts of a large number of small building companies in each community, whose limited financial proportions alone make them doubtful risks, aside from the multiplicity of individual managements which would have to be considered.

(5) That workers will not live in houses owned or controlled by their employers.

It is conceded that in many cases it is true that employees will not occupy such houses, while in many other cases it is not. But, true or untrue, the statement has no application here, since the Government will control these houses under the adopted plan.

The ownership of the manufacturers (if it could be accurately called such where they are mere stockholders in a company controlled in its policy by the Government) would be at most a divided ownership. No single manufacturer would own any group of houses or have any control over them. On the other hand, the small real estate operator would be found not infrequently to be dependent upon the local manufacturers for his financing, either directly or indirectly, and nothing would be simpler than for a single manufacturer to secure exclusive control of a group of houses through such real estate operator. While the manufacturers will be among the stockholders in the housing companies, the houses will after the war be sold wherever possible to the workers and precautions taken to protect them from falling into the hands of speculators. Provisions will be made that rents paid during the war will be in part applicable to purchases subsequently made. We should not lose sight of the fact that we are dealing with unusual conditions and where already workers have suffered greatly at the hands of profiteers in securing homes, which evil the adopted plan will attempt, as far as possible, to prevent. In view of these unusual conditions it is not anticipated that there will be any great difficulty in disposing of all the houses that may be built. Furthermore, the Government has reserved the right of "recapture" in the event efforts should be made to secure control of the company, whether by manufacturers or others, to the detriment of the workers. This "recapture," in such an event, would be impossible if we were dealing with small real estate operators.

(6) That there would be loss of time and money because of inexperience and lack of knowledge.

This objection is probably sufficiently answered in what has been said in the first part of this paper, from which it seems to be reasonably clear that there will be a saving, both of time and money, under the adopted plan, as the plan will make it possible to secure the services of the most experienced and skillful builders, architects, and real estate managers obtainable. All of this would be difficult, if not impossible, for the small real estate operators.

It is not claimed for the adopted plan, of course, that it is perfect, or that it has not some disadvantages, or that other disadvantages may not develop in the course of its operation. What is claimed is that, all things considered, it is the plan best adapted to the purpose of securing as speedily and as economically as possible the great number of houses which will be needed in these various communities to accommodate war workers.

It might be added, finally, that not only has the adopted plan received the most careful consideration and approval of the bureau, but it has the sanction of the Secretary of Labor, who has also expressed his disapproval of the plan submitted by the Real Estate Division; and it has further been ratified by local acceptance in eight different communities already.

DEFENSE OF THE LOCAL HOUSING COMPANY PLAN.

The purpose of the bureau is to relieve housing congestion in those communities where the congestion has immediate relation to the successful prosecution of the war. The end to be kept in view is to provide not only houses, but houses which will be certain to reach the proper hands in such condition and at such prices as to accomplish the purpose above mentioned. It is recognized that private enterprise has thus far failed to provide a solution of the housing problem, and hence the Government has been compelled to step in.

1. *Control.*—Under the adopted plan the Government's control is complete throughout the development and management of each housing project. Because it is dealing with one concern the Government can supervise and supervise easily the entire project from the time of building until the last house is sold. The various agreements that will be made to carry out the plan will cover a period during which there may be many violent industrial or other changes, including the transition from a war to a peace footing. Under such conditions flexibility is necessary to the success of the enterprise. The Government through its control will reserve the right to make any change or modification which changing conditions may require.

More specifically, the following elements of control will be combined in the adopted plan.

(a) All contracts will be drawn by the Government, or subject to its approval.

(b) Construction will be carried through under plans and with types of buildings approved by the Government and will be at all times under the supervision of the Government.

(c) Adequate maintenance will be assured, and thus the Government's investment will be amply protected.

(d) The books of the housing company will be subject to Government audit at all times.

(e) Because of large-scale production and consequent low cost, sale prices and rentals can be kept down to a much lower figure than if the houses were erected and operated by private companies or individuals, and the Government, by keeping control, can insure that the tenants or purchasers will get the benefit of this saving.

(f) Occupants can be limited to war workers throughout the period of the war and the prime purpose of the housing act carried out.

(g) The board of directors of the housing company to be formed under this plan, and to which money will be loaned for the con-

struction, will include Government representatives, who will see that all the Government's requirements are in good faith observed and that the policy of the housing company is shaped in accordance with the spirit and purpose of the act and this policy strictly adhered to until all the houses are sold.

(h) The Government in all of its contracts will reserve the right to take over the entire development (which may be necessary if the management should become inefficient). This also serves as an effective club in the hands of the Government to insure the faithful observance by the housing company of all of the conditions of its operating agreement for the Government's protection as well as for the protection of the workers who may have rented or purchased from the company.

(i) Profits will be strictly limited to dividends of 6 per cent per annum, payable on the stock in the housing company, with a provision that any surplus earnings at the time of the dissolution of the company shall be returned to the particular community in some form of community benefit. This plan is made possible because those who will take stock in each company will be primarily interested in securing additional workers in the community with the consequent benefit to the community and its industries and who do not expect to look to profits derived from the rental or sale of houses for a return on their investment.

The Real Estate Division objects that the foregoing limitations are so drastic that smaller private building enterprises will not be willing to consent thereto. We are all the more fortunate, therefore, in that we may thus secure for a given community a single housing company that will be willing to submit to this character of governmental control for the good of the community and without asking for large profits to be derived from the rent or sale of the houses.

2. *Centralization.*—(a) *Large-scale production.*—The whole course of the war and the method of meeting its tremendous demands upon our industries and labor supply have shown conclusively the great advantage, both in the matter of saving money and saving time, in resorting to the method of large-scale or quantity production. There is a vast saving in overhead expenses. There is eliminated the disastrous competition for labor and materials resulting where several competing concerns are carrying on the same character of work in the same neighborhoods or sections. The undertakings are (and would be here) of sufficient size to attract the services of large contractors with their wider experience and excellent organizations. And, finally, priority orders for manufacture and shipment of construction material can be made and carried out with a speed and safety utterly impossible when dealing with a great number of small contractors.

(b) *Ease and practicability of dealing with one concern.*—At the outset, instead of dealing with thousands of loan applications and examining and investigating their attendant plans and specifications and methods of operation generally with the multitudinous delays inevitable in any such system, one responsible company is dealt with by the Government in each community. In other words, instead of great numbers of plans and proposals, each to be revised and passed upon, each different from the rest, the Government, by working with a single company, can submit one plan carefully worked out in advance by the bureau, each part of which fits in with the rest and adapted to the community as a whole, and which can be put into effect both economically and expeditiously. Furthermore, difficulties of auditing are eliminated, financial responsibility is more easily insured, the deduction of excess war cost is made simple, and in every way the machinery is cut down.

(c) *Unity of development.*—Under this plan it is made possible to build all the houses with proper regard to transportation facilities, the accessibility of the homes to the manufacturing plants, etc. Where it might be economical or wise to provide additional trans-

portation or other community utilities, this can be done with reference to a single plan and not to haphazard, isolated, independent groups which may have been built up without reference to such a plan. Obviously, the location and character of such unrelated groups would be determined primarily by the varying interests of each real-estate operator, and not by the needs or interest of the community as a whole.

3. *Foreclosure.*—Under the plan adopted foreclosures will not be carried through in the name of the United States, a fact which will prevent considerable dissatisfaction and complaint.

REASON FOR ABANDONMENT OF COMPANY PLAN.

The plan of loaning Federal funds to local limited dividend companies for the purpose of building houses for war workers was taken up with bodies of local citizens of Bridgeport, Erie, Niagara Falls, the Rock Island district, and elsewhere.

The attempt to induce communities to form local housing corporations was welcomed by many of the larger industrial cities, but although they approved the principle it proved exceedingly difficult to work out a detailed contractual relationship to which both the local housing company and the Bureau of Industrial Housing would consent.

1. It did not prove possible to induce all of the local committees to accept the plan. There was a tendency for each to seek special privileges and exemptions.

2. Several existing local companies, after having accepted a plan of operation, returned to the Housing Bureau time and again with requests for modifications.

3. Serious delays resulted from the continuous need of negotiating with the communities as to their participation in the housing development.

4. In many places it was found impossible to raise sufficient local capital for building purposes. Navy yards in small, remote communities and remote proving grounds and arsenals were often the only industry within the vicinity, and they had no resources available for the establishment of a housing company. In many such places the land most suitable for building purposes was that already owned by the Government. In such communities the only recourse was to have the Government build and operate properties direct.

5. In still other places there was but a single large corporation engaged on war contracts, and this industry was the only possible source of local capital. Its representatives were the only available representatives for the operation of a local housing company. In such cases, and indeed in all cases where capital was subscribed by manufacturers, the employees would be likely to object to the establishment of a local housing company, for they fear that if the manufacturer's capital is utilized to build the houses, and the manufacturer's representatives operate the hous-

ing company, their domestic life will be dominated by the employer. The freedom-loving American workingman desires to be out of his employer's sphere of control during his leisure hours.

6. The establishment of local housing companies was rendered difficult because of the tendency of local interests to attempt to promote the utilization of special properties not necessarily the cheapest or the best situated properties in the communities. The Bureau of Industrial Housing under such a plan would never have had a free hand and would have been forced to carry out its policy only after considerable negotiating, if not actual contention, with self-interested local groups.

7. Serious difficulties in the operation of their local housing company plan had already been reported by officials of the Housing Division of the Emergency Fleet Corporation to officials of this bureau.

ADOPTION OF PLAN OF GOVERNMENT CONSTRUCTION AND OPERATION.

By the end of the first week in June the staff of the Housing Corporation was virtually unanimous in the conviction that speed and efficiency in construction could be obtained only by direct Federal action. They were, therefore, in hearty accord with the decision of the Secretary of Labor in his memorandum of June 13, 1918, in which he stated: "The Government will build, own, control, and rent the houses until after the war."

POLICY WITH REFERENCE TO INVESTIGATIONS.

The original policy of the Housing Bureau with reference to investigations has been briefly outlined in the preceding chapter. Investigations were made by sending a field agent to the community and by means of questionnaires sent to manufacturers and civic organizations. This practice met the original emergency needs of the bureau with a fair degree of adequacy. The volume of production of war essentials, however, increased enormously during the early months of 1918, and colossal contracts were being let which would still further aggravate the already menacing conditions of the industrial cities.

In July the Housing Corporation had gone to Congress with a request for an additional appropriation of \$196,000,000 for further house construction, which its staff and the representatives of the War and Navy Departments deemed indispensable to meet future local needs which would inevitably arise if the war should continue for another 12 months. Only \$40,000,000 of the \$196,000,000 requested was appropriated. It became clear, therefore, that the problem of housing workers engaged on war contracts could

not be met unless the Government should take immediate steps not only to place the majority of its new contracts in communities that were not saturated but also to transfer workers in communities already saturated from nonessential to essential industries. Recommendations to this effect were made by the Housing Corporation to the War Industries Board. Coordinated effort to secure the information necessary for the placing of future war contracts and for the elimination or reduction of the less essential industries was recognized as indispensable. A new policy of surveys was, therefore, recommended by Mr. Joseph D. Leland, the vice president of the Housing Corporation, which is outlined in what was approximately its final form in the following memorandum of October 4, 1918:

1. The functions of the United Housing Corporation require it—
 - (a) To provide housing and passenger transportation at such points as manufacturing production for the Government requires.
 - (b) To anticipate and take steps to avoid, or to assist in avoiding, conditions which might or could result in requiring additional housing and passenger transportation facilities.
2. In the fulfillment of its duties, arising as set forth in paragraph 1 hereof, this corporation needs to have information on the following subjects:
 - (a) Housing and passenger transportation requirements of certain manufacturing establishments, together with the existing available facilities.
 - (b) The ability or inability of local interests to provide required housing and passenger transportation service and facilities.
 - (c) The adequacy or inadequacy of existing public utilities for present and future requirements and the ability of local interests to supply them.
 - (d) The extent to which labor in such localities is engaged in essential and nonessential employment.
 - (e) The extent to which manufacturing capacity in such localities is engaged or might be engaged in Government requirements.
 - (f) The ascertainment of the nature and extent of industries in such localities that are engaged in essential and nonessential work.
 - (g) The extent to which women are being and might be engaged in the manufactures of such localities, and the source and extent of the supply of such labor.
 - (h) The extent to which men of deferred classification are being and might be engaged in the manufactures of such localities and the source and extent of the supply of such labor.
 - (i) The character and composition of the labor force, by sex and color.
 - (j) The possibility of meeting labor shortage by diverting labor already housed and provided with passenger transportation facilities from less essential industries or from civilian work to plants engaged on war requirements.
 - (k) Classification of wage rates of present and required employees of industries in such localities as bearing upon the nature, character, and type of housing to be provided.
 - (l) Whether or not housing to be provided should be of temporary or permanent character. This involves a study of each community, of its civic conditions, of its history, and the likelihood of the continued operation of plants engaged on war production after the cessation of hostilities.

All the above and other information to be of service to this corporation must be kept up to date, and must be gathered in each suburb of each locality that lies within reasonable commutable distance of the principal center affected.

3. Much, if not all, of the foregoing information is essential in one form or another to one or more other governmental departments, and if gathered by this corporation and not disseminated to other departments interested would require by such departments a duplication of the work done by this department. On the other hand, information essential to other governmental departments, and gathered by them, while not essential to the requirements of this corporation, would be of great value to it if promptly furnished to it as gathered.

4. This corporation, until a short time since, attempted to gather information by mailing questionnaires to communities and manufacturers, by causing single investigators to visit communities and make surveys of the plants requiring immediate housing or passenger transportation relief, and by making a superficial community investigation.

5. This corporation found, as have other governmental departments, that these methods were inefficient and did not produce the results desired. Thereupon, in August last, after conferring with certain other governmental fact-gathering agencies and their departments, it consented to turn over its investigating and statistical work to a bureau then formed, known as the Industrial Service Division of the Bureau of Labor Statistics; but in consenting to the arrangement, on August 19, 1918, addressed a letter to Messrs. Gay, Lamson and Meeker, as follows:

"This corporation can not afford to jeopardize the important functions committed to it, and therefore expressly reserves the right, should the plan in its judgment prove unsuccessful for any reason, or the action be so hampered as to fail in its usefulness to this corporation, to again return to the plan of procedure now used by it, and also as outlined in my memorandum of the 5th instant, entitled 'Coordination of effort in acquiring essential information, etc.,' and thereupon institute its own research work in the gathering of information and statistics which it must have in order to successfully carry on its work."

6. The method of conducting investigations adopted by the new bureau of having able men, schooled in the requirements of the Housing Corporation and expert in organizing communities, to furnish desired information and of overseeing and directing their effort, has proved to be as a method the only satisfactory and efficient one, and this corporation intends to use this method in the conduct of its future investigations; but it appears that other departments object to the work of this division, and impede it by their own effort. This has gone so far that this corporation will be obliged to resume, through its individual effort, the collection of the information and data it needs, unless some common plan be adopted.

7. The disadvantages, waste, etc., which will immediately result from separate action are so evident that we pass at once to the proposal of a—

Plan.—(a) That the Industrial Service Division of the Bureau of Labor Statistics as a separate entity be abandoned and a Division of Industrial Service (this was changed to Division of Surveys and Statistics) be created by the United States Housing Corporation in its own organization.

(b) That the Division of Industrial Service of the United States Housing Corporation, the regional advisers of the War Industries Board, and the labor control boards of the Department of Labor act as the sole fact-gathering agencies of the several governmental departments.

(c) That the Central Bureau of Planning and Statistics prepare and keep revised as frequently as may be required one or more questionnaires to serve the requirements of the several departments.

(d) That these questionnaires be known as the official governmental questionnaires and that no other questionnaires to the manufacturing or business interests of the country be permitted to be circulated by any department.

Organization.—(a) That there be created, subject to the following plan, a board of control, to supervise the work of the fact-gathering agencies.

(b) That this board be composed of four members, as follows: Mr. Gay, chairman; Messrs. Legg, Eidlitz, and Frankfurter, representing respectively the United States Shipping Board Emergency Fleet Corporation, the War Trade Board, the War Industries Board, the United States Housing Corporation, and the Labor Department.

(c) That the board appoint a subcommittee to work out all details relating to the conduct of the work of the fact-gathering agencies, reporting in detail to the board for its final action.

(d) That the subcommittee be composed of five members, as follows: Messrs. Peck, Potter, Otis, Meeker, and Guerin, representing, respectively, the War Industries Board, the Central Bureau of Planning and Statistics, the Labor Department, and the United States Housing Corporation.

(e) That Mr. Lamson should be the liaison officer to coordinate the different bureaus and branches of the Labor Department in the work intended, and to that end should report direct to the Central Bureau of Planning and Statistics.

Conduct of Surveys—War Industries Board.—(a) The Housing Corporation and Labor Department shall furnish the War Industries Board from time to time lists of information relating to the subjects within their respective jurisdiction which they desire in relation to manufacturing establishments throughout the country or in particular localities. The War Industries Board shall cause its questionnaires to be amended from time to time to embody in the form requested the information desired by the corporation and department, or it shall prepare special questionnaires for that purpose. The War Industries Board, through regional organizations, shall distribute and collect the questionnaires, returning same to the Housing Corporation and the Labor Department within the time required by said agencies.

(b) The War Industries Board shall construct its questionnaires in such form that they may be filled in on the typewriter, and carbon copies of each questionnaire received by it shall be executed by the manufacturing establishment and returned to the corporation and Labor Department as received by it.

(c) The War Industries Board shall collect said questionnaire from each manufacturing establishment in the country, whether the same is engaged on Government business or not.

(d) It should be the policy of all fact-gathering agencies to make their surveys simultaneously whenever such procedure be possible. No survey should be made by any of said agencies without previously notifying the other agencies that such survey is contemplated, and such notice should further state the time when the same will be made.

Appeals.—(a) Should the War Industries Board, the Labor Department, or the Housing Corporation fail to furnish any department the information within the time and in the form requested by it or them as aforesaid that was or should have been obtained by the surveys of the department in default, the department desiring such information may appeal to the Board of Control.

(b) The Board of Control shall hear said appeal and determine which of said agencies, if any, shall make said survey, the time when the same shall be made, as well as the method to be employed.

Labor Department.—(a) The Housing Corporation and the War

Industries Board shall furnish the Labor Department from time to time lists of the information relating to the subjects within their respective jurisdiction which they desire in relation to each community or from the country at large. The Labor Department shall cause its questionnaires to be amended from time to time to embody the information in the form desired by the corporation and department, or it shall prepare special questionnaires for that purpose.

(b) The Labor Department shall construct its questionnaires in such form that they may be filled in on the typewriter, and carbon copies thereof, executed by the employer, shall be returned by said Labor Department, as received by it, to the Corporation and Board.

United States Housing Corporation.—(a) The Housing Corporation will conduct only such surveys of communities as may be necessary for the prosecution of its business. It will not appeal to any manufacturing establishments as such or employers of labor as such for information in relation to the several subjects or matters comprised in or that might be comprised in the general subjects covered by said questionnaires, distributed or to be distributed by said board and department, but will confine its investigations to housing conditions, transportation conditions, utility conditions, and kindred subjects.

(b) The Housing Corporation will furnish the War Industries Board and the Labor Department with such information relating to the several subjects covered by its investigations as they may from time to time request.

(c) The War Industries Board and the Labor Department should furnish the Housing Corporation from time to time lists of information relating to the subjects within their respective jurisdiction which they desire the Housing Corporation to furnish them and which relate to or can be obtained by the Housing Corporation in its surveys of the country at large or of any particular localities.

(d) The Housing Corporation shall cause its questionnaires to be amended from time to time to embody in the form requested the information desired by the board and the department, or it shall prepare special questionnaires for the purpose and shall deliver carbon copies thereof to said other agencies as received by it.

Compilation and dissemination of information obtained by surveys.—(a) Whenever one of said investigating agencies has concluded a survey, it shall promptly, by its Statistical Department and in such form as it desires, collate and compile the information for its benefit obtained by such survey. Immediately upon such compilation being completed, report thereof, in such form as may be prescribed by the Central Bureau of Planning and Statistics, shall be prepared in triplicate and delivered to the Central Bureau of Planning and Statistics, one copy to be retained by said bureau for its files and one copy to be transmitted by said bureau to each said other fact-gathering agency.

(b) All questionnaires used by said fact-gathering agencies shall be prepared by the Central Bureau of Planning and Statistics and no questionnaires not so prepared shall be used by any of said agencies.

(c) All requests and requirements for special information to be furnished by one fact-gathering agency to another or to any department shall be made and cleared through the Central Bureau of Planning and Statistics.

NOTE.—The methods of investigation utilized by the Division of Surveys and Statistics and the results obtained are submitted in the report of that division in Appendix IV of this volume.

CHAPTER IV.

MEASURES ADOPTED TO PREVENT NEEDLESS CONSTRUCTION.

The problem—Ascertaining local needs—Promoting maximum utilization of existing houses—Value of the vacancy canvass—The Homes Registration Service Committee—Listing and classifying the vacancies—Need of a placement agency—Administration of Homes Registration Service—Statistics of Homes Registration Service—Savings effected—Improvement of old properties—Control of rent profiteering—Statistics of committees on rent profiteering—Utilizing existing houses in Washington, D. C.—Commandeering of vacant properties—Solving the problem by transportation—Encouragement of private construction—Statistics of accommodations provided without building by the Federal Government.

THE PROBLEM.

The Bureau of Industrial Housing and Transportation in the early months of 1918 was faced with the problem of finding homes of a suitable character for men and women working on Government contracts. It had to find or build such homes in order to induce both skilled and unskilled labor to stay and work on these emergency contracts and in order to keep labor contented and in the highest degree efficient. The problem was an emergency problem because war contracts could not be fulfilled on time unless an adequate supply of contented and efficient labor could be secured and kept at work. Failure to meet this problem would hold up the entire war program, owing to the dependence of each element of that program upon all other elements.

ASCERTAINING LOCAL NEEDS.

The first essential step in the program of the Bureau of Industrial Housing and Transportation was to investigate the housing problem in every city in which it was claimed that war contracts were being delayed because of housing shortage. The division of the bureau established for the purpose of investigation sent field agents to such communities, armed with such information as had been supplied by the War or the Navy Departments and by the communities themselves. The field agents were specifically charged with analyzing these alleged needs and instructed to get all possible data from public officials, manufacturers, chambers of commerce, civic organizations, Federal representatives, and others, particularly with reference to the following points:

1. Was the output of the war industries restricted by lack of labor or by excessive turnover?
2. If so, were these conditions due to shortage of houses or to inadequate transportation facilities?

The detailed methods utilized to secure answers to these questions are outlined in Appendix IV.

In brief, the investigator studied the contract dates for delivery, the probable dates of completion of existing contracts with the present force and with the desired increase in force, the number of employees before the war, the existing number, the number which the firm expected to employ during the coming year, the maximum number which could be employed if the plant were operated at full capacity, the labor turnover, and the shortage of labor among skilled and unskilled, among married and unmarried, among married men living away from their families, among male and female employees, white and colored, native and foreign born. Analysis of the causes of labor turnover was required, consideration being given to other elements beside shortage of houses. Brief studies followed concerning the prevalent living conditions, transportation, opportunities for recreation, available sites, and community facilities.

The investigator upon his return presented a full report, which was supplemented by the returns from questionnaires sent on to local factories and to local civic agencies by the Statistical Division. This report was presented before the staff of the Bureau of Industrial Housing at a conference at which there were representatives of the War and Navy Departments. In view of the findings of the investigator and on the basis of information submitted by the War and Navy Departments with reference to the relative urgency of their local contracts it was decided what assistance, if any, could be given to the community; whether the problem was so unimportant as to require no Federal assistance, whether the problem might be solved by saturation, by transportation, by encouragement of private building, or whether the Federal Government should take the preliminary steps toward securing the land and building homes.

In many of the more congested centers in which urgent war contracts had been placed it proved necessary to meet the local problem in each of the various ways described below.

PROMOTING MAXIMUM UTILIZATION OF EXISTING HOUSES.

After demonstrating that war contracts were being delayed because of inadequate housing, the next essential step was to see that every existing structure within that community or its accessible suburbs should house as many persons as it could be made to house healthfully and with decency.

This process of saturation was left in charge of the Homes Registration and Information Division of the bureau. This division, through the cooperation of the local postmen or police, generally made a brief, quick survey of all vacant houses, flats, or buildings under the following classifications: street address, condition and type of building, nationality and race of district, sales price or rental.

VALUE OF THE VACANCY CANVASS.

This first vacancy canvass was used as a basis for determining the next step in the Federal program. For if it showed that there were no available houses suitable for skilled married workers in the city proper, but that there was abundant suitable housing in the suburbs, the next step was to study the means of rendering that suburban housing available for skilled workers through improved transportation. If this survey showed an abundance of housing for unskilled labor and no housing suitable for skilled, either in the city or its suburbs, then a program of construction of houses of a type suitable for skilled workers was indicated. If the survey showed that practically all vacant houses were held for sale, then it was clear that measures should be taken to induce the owners, for patriotic reasons, to rent their homes to war workers, and in case they failed to respond to this appeal it would be necessary to consider the wisdom of commandeering the properties. This canvass might also reveal well-located vacant houses or buildings unsuitable for the use of families but of a type which could be converted for use as dormitories for single labor. In that case the need and advisability of converting these buildings for such use would have to be more closely considered.

The transportation, commandeering, and construction program of the bureau, therefore, hinged largely upon the findings of this preliminary vacancy canvass.

THE HOMES REGISTRATION SERVICE COMMITTEE.

The preliminary vacancy canvass above described was supplemented in more than 100 cities by a more detailed and more accurate survey arranged for in cooperation with the national, State, and local councils of defense. A local committee known as the homes registration service committee was formed

with the help of the council of defense, but with representatives of the chamber of commerce, of the manufacturers engaged in war industries, of bankers, real estate boards, local civic organizations or housing committees, and, in the larger cities, with representatives of the Y. M. C. A., the Y. W. C. A., the War Camp Community Service, and similar organizations which might have an interest in war workers or knowledge of local housing conditions or which might have maintained room registries for the use of their own clientele.

By this local representative committee some local agency or group of agencies was found to make a thorough house to house canvass of the entire city. This canvass was generally made by the women's committee of the Council of National Defense, but sometimes by school teachers, by real estate men, by the police, by soldiers, by the Red Cross, or by volunteers secured through advertising or enrolling for service at the mass meetings held to initiate such a canvass.

LISTING AND CLASSIFYING THE VACANCIES.

Investigation cards were supplied by the Housing Bureau, and the local citizens who volunteered their services to make this canvass were carefully instructed by field agents of the Homes Registration and Information Division. The canvass covered from one day to two weeks, according to circumstances. When completed and tabulated it provided the Housing Bureau with a practically correct statement of every available house and flat and, if necessary, every room in the city, which the householders could be induced to rent. As all the cards indicated the type, size, equipment, quality, and price of each of the available accommodations, it was possible to calculate from this canvass exactly how much the Housing Bureau could count upon local resources for meeting its problem.

This problem was not merely to secure housing, but to secure housing of a sort suitable for a particular class or classes of labor, within reasonable access of the plant in which they were employed and at a price which they could afford to pay out of the wages they received, and with further limitations, also, as to the district in which they could live, or the type of house which they would accept, due to racial or other peculiarities.

NEED OF A PLACEMENT AGENCY.

Owing to the failure in American communities to provide for central listing agencies, the incoming homeseeker, prior to the war, was forced to have recourse to the scattered and imperfect lists maintained by the few real estate agents whose offices

he visited. Though there might be vacant houses in the community which would amply meet his needs and those of his family, the chances were slight that such houses would come to his attention, even though he devoted many days to the search, and he often had to put up with a house which was unsatisfactory. The war emergency, however, made it desirable not only to determine the number of vacancies in the community, but also to make sure that each incoming skilled worker should be helped to find the vacant house which would most nearly suit his needs and to find it with the minimum expenditure of time and effort.

ADMINISTRATION OF HOMES REGISTRATION SERVICE.

After the local committee had completed its vacancy canvass it was further assisted in forming a local placement office in which all vacancies of the city and its accessible suburbs should be listed. The chairman of the local committee was officially appointed local representative of the Bureau of Industrial Housing and Transportation of the United States Department of Labor, and was charged with "listing, conserving, and where necessary improving existing homes." To increase industrial efficiency and contentment and to reduce the labor turnover on war contracts he was to induce owners of vacant property to make their property sanitary and home-like and to list it with the Homes Registration Service.

An office was established in some central location accessible to the incoming war worker and his family. Desk room was generally granted free by the United States Employment Service, the city hall, the council of defense, the chamber of commerce, or some other civic agency. The local committee raised money within the community to pay for its clerical staff, standard supplies being provided from the Washington office, including the form cards used for investigation and placements, posters, and instructions. Local managers were trained by the field agents of the Homes Registration Service, and, by means of an ingenious filing system, were generally able in a few minutes' time to tell the applicant of every room or house in the city which answered his specifications as to size, quality, location, and price. The advice to applicants was free.

In the larger cities, where there were already one or more existing registries maintained by the Y. W. C. A., the Y. M. C. A., the War Camp Community Service, the traveler's aid, the board of trade, the real estate exchange, or other organizations, these were induced for patriotic reasons to merge in or clear through the central office. Thus all vacancies and all placements were recorded in one place as soon as made, so that

applicants would not be sent to rooms already rented by another agency. In this way much time was saved the incoming workman and his family, and the service was rendered vastly more efficient than it could otherwise have been. To keep the lists up to date rooms were solicited from time to time through the daily press, through appeals in the churches, moving-picture theaters, and elsewhere, and especially through posters.

In some cities a second or even a third vacancy canvass was made after the lapse of a few months to make sure that absolutely every vacancy in the city had come to the attention of the registry and that no quarters already rented were listed as vacant.

STATISTICS OF HOMES REGISTRATION SERVICE.

Altogether vacancy canvasses were made in approximately 150 communities. Registries were established and placements made in 88 communities and the total number of recorded applicants for rooms, flats, and houses was 127,295. This represents, however, only the applicants who were provided with addresses, for a considerable fraction of the registries were unable to give any addresses of houses to applicants, due to the fact that the community contained no vacant houses of suitable type, but only dilapidated dwellings, expensive mansions, or rooms for single occupants. The total number of reported placements up to June 28, 1919, was 71,481. The actual number of placements traceable to the Homes Registration Service would, however, run well over one hundred thousand, due to the fact that its posters and advertising stimulated the citizens to take roomers of their own selection direct and not through the medium of the registry. Moreover, in three cities, Chicago, Asbury Park, and Long Branch, in which printed lists of all available vacancies were issued by the Homes Registration Committees, thousands of placements were made from these printed lists instead of through the registries.

SAVINGS EFFECTED BY HOMES REGISTRATION SERVICE.

By the above means it was discovered that many cities which requested the construction of dormitories could have housing provided for their single labor in private families through the Homes Registration Service after a careful canvass and a general solicitation for rooms had been conducted. It was possible, also, to reduce the number of houses to be constructed in several communities, because houses were found by the Homes Registration Service and made available through improved transportation service.

Millions of dollars in construction costs were unquestionably saved to the Government by means of the Homes Registration Service. As registries main-

tained by the Federal Government would have cost the Government approximately \$5,000 per annum each, on an average, hundreds of thousands of dollars additional were saved by persuading the communities, for patriotic reasons, to provide locally for the financing and operation of their registries.

IMPROVEMENT OF OLD PROPERTIES.

The local homes registration service increased the available supply of suitable housing also by inducing the local citizens to make boarding houses of large idle properties which were unsuitable for the use of industrial families but quite suitable for the use of unmarried male or female workers. In some of the cities many of the properties which were idle because of dilapidation or obsolescence were brought into use by inducing the owner to put them in good repair and modern condition and by assisting him in securing loans for this purpose. (See Appendix V, p. 97.)

All of the registries were instructed to place on the deferred list any houses which were unsuitable for housing labor because of poor sanitation, bad repair, defective equipment, poor maintenance, etc., and they were instructed to get in touch with the owners of such properties and induce them to put their properties in condition so that they would be suitable for homes for workmen, while at the same time they might be income-bearing for the property owner. It is probable that thousands of houses were put into condition as a result of this propaganda, thus materially increasing the efficiency and contentedness of the labor in the cities where this was done.

CONTROL OF RENT PROFITEERING.

One serious cause of discontent in the congested industrial cities was the practice of rent profiteering. In order to get and hold labor on war contracts it became necessary for the Housing Bureau to devise some means of preventing this practice. In the more congested communities, where there were few if any vacancies in the houses of a certain class, many landlords took advantage of the situation to charge exorbitant rentals, and rentals generally increased considerably. The Department of Labor, through the War Labor Policies Board, sent a special agent to New London, where such complaints were peculiarly serious, and established a committee of 24 persons, representing the employees, the manufacturers engaged in war industries, and the general public. This committee was charged with examining into alleged cases of rent profiteering, if necessary calling both the landlord and the tenant before it, the first aim being to find out if the landlord was charging an excessive rental for his property. If the rental was found to be excessive the committee would show the owner that

his high rental interfered with the fulfillment of war contracts by discouraging labor or making it difficult for workmen to find proper housing at prices which they could pay. He was then urged, on patriotic grounds, to reduce his rates to a figure which the committee considered would represent a reasonable rental on such property.

The New London plan was adopted by the Homes Registration Division to meet similar conditions throughout the country. In communities from which only a single complaint was received that complaint was generally referred by letter to the chairman of the local council of defense, with the request that he establish a committee of three or more persons which would represent the propertied class and the tenant class equally, but with a chairman mutually acceptable. Field agents of the Homes Registration Division were generally sent to the communities from which more than one complaint was received and a committee was established through the local council of defense, either independently or as a subcommittee of the local registration service, if there was one. Such committees consisted of equal representation of the propertied interests (in general real estate agents and builders) and of the tenants (generally represented by organized labor) with a chairman mutually acceptable. Frequently such committees consisted of only three persons and were seldom as large as the New London committee, except in cities where there was a committee for each ward or district. In this latter case the district committees occasionally met as a committee of the whole to compare notes, establish policies, and in a few cases to sit as a sort of court of appeals.

Though the practice of rent profiteering was national in its consequences, the Housing Bureau acted upon the theory that it could be handled best by the communities in which it occurred rather than by the Federal Government. The Federal Government, therefore, limited itself, with very few exceptions, to promoting the establishment of a committee on rent profiteering of a representative type and relied upon the good judgment of the local citizens, who were thoroughly familiar with the intricacies of the situation in their own community and who represented a balance of opposing local interests, to determine what might constitute rent profiteering and what might constitute a reasonable increase in rent. The committees so established unquestionably did an immense amount of good. They took their task very seriously, made an earnest attempt to settle the grievances out of court, and in the process did much to correct the prevalent misunderstandings. In many cases brought to their attention the landlord was obviously justified in his rental increase. It was very important that the

tenant under such circumstances should be made, to see the reasonableness of the landlord's position so that his discontent should not be increased or be allowed to spread to others. On the other hand, there were many cases in which the landlord was charging a rent so high as to cause real hardship and to yield a preposterously high income on his investment. In such cases, almost without exception, the landlord, when shown that this practice interfered with the winning of the war, voluntarily reduced his rents. Where he did not conform to the decision of the voluntary committee, the committee had recourse to publicity, merely stating the facts of the case in the local press and leaving it to the judgment of the citizens as to whether this man was a profiteer or not. As many of the profiteers feared such publicity they were brought to terms by this method.

There was, however, a residue of cases which could not be met by this device. The landlord could have been brought to terms had the Bureau of Industrial Housing had power to commandeer occupied property in cases where excessive rentals were charged. That power was sought from Congress in a bill (H. R. 12835) prepared by the Bureau of Industrial Housing and submitted on August 29, 1918, by Representative Clark, of Florida, and referred to the committee on Public Buildings and Grounds. This bill was not passed.

The most serious cases of rent profiteering were those in which the tenants, who were valued workers in war industries, were evicted because they were unwilling or unable to pay a greatly increased rental or because the house was sold over their heads. Many urgent letters were received by the Housing Corporation from war industries, specifying that a certain employee whose services were indispensable would be evicted from his house on a certain day and that there was no other home in the city which would be available for him. In such cases, since it was impossible for the Housing Corporation to commandeer occupied property, there was little that could be done. In a few cases, where some member of the workman's family was dependent upon a soldier or sailor, it was possible to stay the eviction under the act approved March 8, 1918, to "Extend protection to the civil rights of members of the military and naval establishments of the United States." In cases where the workman was employed on individual contracts in the manufacturing of torpedo-boat destroyers or parts thereof, it was possible to call upon the Navy to commandeer under the urgent deficiencies act (40 Stat. 345). Some eviction cases were stayed by persuasion, others by Federal investigation; in two or three States the governors or the mayors of cities urged or commanded a stay of evictions of workers engaged on war contracts for a specified period, generally until the

cessation of hostilities. By utilizing the above crude devices in cases of threatened eviction it was possible to prevent the evictions in a majority of the more serious cases. (See Appendix V, p. 104.)

STATISTICS OF COMMITTEES ON RENT PROFITEERING.

Forty-eight committees on rent profiteering, established by or reporting to the Housing Bureau, reported a total of 8,029 cases. Of the decisions reported 1,102 upheld the landlord, 3,456 upheld the tenant, and 1,535 required concessions from both landlord and tenant. In the remaining cases reported formal decisions were not necessary or the cases were withdrawn, as frequently happened when the tenant discovered that not all instances of rent raising were cases of rent profiteering. The number of evictions prevented by these committees through persuasion is recorded as 752. These figures are far from being complete, as vast numbers of cases were not reported, although handled by these committees. Much of the best work of the committees also was accomplished by their members individually or by their investigators or representatives, by discussion with the landlord or tenant, or both, in their homes or places of business, and these cases were settled without recourse to the committees.

UTILIZING EXISTING HOUSING IN WASHINGTON, D. C.

The problem with reference to homes registration and rent profiteering in Washington was different from that in other American cities and had to be met by different means. Rent profiteering was covered by a special statute, known as the "Saulsbury resolution," and hence the establishment of voluntary committees to handle cases of rent profiteering out of court was rendered impracticable. Tenants whose rights under the Saulsbury resolution were threatened or violated were protected in court by the Housing and Health Division of the War Department.

This division of the War Department also encouraged the establishment of boarding houses for war workers by establishing a fund of \$25,000 to make furniture loans on chattel deeds of trust to intending matrons. The District of Columbia Council of Defense also maintained a room registration office at 1321 New York Avenue, which was supported out of the President's fund for national security and defense. Mr. Hege, the manager of that office, was the secretary of the District Council of Defense and in the latter capacity advised the citizens with reference to their rights under the Saulsbury resolution.

By July, 1918, it became apparent that further funds should be made available for loans to matrons, that room-registration activities should be expanded,

that the vacant houses in Washington should be commandeered, in order that all available residential space should be utilized. The committee known as the Washington Committee on the Equipment of Houses was established by the Housing Corporation, of which the manager of the Homes Registration and Information Division was chairman and Capt. Peyser and Mr. Hege the other members. The sum of \$25,000 was allotted to this committee for making loans to matrons. This committee, however, soon realized the necessity of urging a broader policy upon the Housing Corporation and recommended the commandeering of several vacant properties which could not otherwise be rendered available for the housing of war workers. As the result of this recommendation a Committee on Requisitioned Houses was established, consisting of the manager of the Homes Registration and Information Division, the manager of the Real Estate and Commandeering Division, and the manager of the Operating Division. This committee, in cooperation with the Committee on the Equipment of Houses, recommended the coordination of the housing activities in Washington. Quarters were secured at 1414 H Street Northwest and through the cooperation of District Commissioner Brownlow and of the War Department a central office, known as the Washington Division of the Homes Registration Service, was established with Mr. Hege as the manager. The Housing and Health Division of the War Department was moved from 719 Fifteenth Street into the same quarters with the Washington Division. The Washington Committee on the Equipment of Houses was disbanded, its functions being taken over by Mr. Hege. The operation of commandeered properties was subsequently lodged in this same office, thus materially increasing the effectiveness of local efforts to enlarge the quantity and improve the quality of accommodations for war workers in Washington, and increasing the services to all applicants for assistance. (See Appendices XVI and XVII.)

COMMANDEERING OF VACANT PROPERTIES.

In virtually all the cities in which the war industries were located there were some vacant houses in spite of the prevalent congestion of population. If such houses were found suitable for the use of wage earners they were at once listed and if available for rent at prices within the reach of war workers were rented through the local office of the Homes Registration Service. After this had been done there generally remained some vacancies which belonged to one or another of the following classes:

1. New houses built for sale.
2. Dilapidated properties unfit for habitation unless extensive repairs should be made,
3. Large residences of the well to do, abandoned as a rule because of the encroachments of commercial or industrial districts upon former residential quarters of the city, no longer desired by members of the wealthy class, and not adapted in their present form for use by the industrial population.

The efforts of the local homes registration committees to bring these houses into use have already been described. Their efforts, though successful in some quarters, failed in others, and many of these properties continued to be idle. There were no means at hand to bring them into use unless the Bureau of Industrial Housing should exercise the power to requisition the use of the dwellings conferred under the act "Housing for war needs." Urgent requests to commandeer such properties were submitted by the War and Navy Departments and by local communities. After investigation 35 properties were so requisitioned at Bethlehem; 11 at Philadelphia; 20 at Shelton (Conn.); 29 at Erie, and 141 at Washington, D. C. Except for those properties at Washington, requisitioned properties which had been commandeered in the fall of 1918 had not largely been put to use at the time of the signing of the armistice, and steps were taken immediately after the armistice to return these properties to their owners. In Washington, however, the condition was more acute and much less changed by the armistice than in these other cities, making it desirable to hold the properties for a longer period. Had the armistice not interrupted the program of the Committee on Requisitioned Houses accommodations would have been provided by this means in the 141 properties already requisitioned for at least 1,600 war workers. Arrangements had also been made for taking over the Hotel Gordon in February, 1919, which would have provided accommodations for 600 more persons.

The policy of the Committee on Requisitioned Houses was to take all vacant properties in the hands of private citizens, trustees, or corporations unless investigation should prove these properties to be so dilapidated that the cost of making repairs could not be justified by the use to which they would be put. A few other houses were excluded by rule of the committee which were either newly constructed, newly or extensively renovated, or which contained equipment so expensive that the damages which would have been occasioned by their use as boarding houses for war workers would have been excessive. It was the policy of the committee in general to release houses to the owners or lessees provided they would sign an agreement satisfactory to the committee to open up the house and have every bedroom occupied by war workers or members of their families. By means of such release agreements 64 houses were released prior to the armistice without the payment of damages by the

Housing Corporation, and provision was made for the housing of 640 persons in them. Of the properties retained 42 were rented from the owners by the Housing Corporation at a rental fixed by a highly competent board of appraisers, and of these houses retained 23 were leased by the Housing Corporation to families of war workers or to boarding-house keepers, at a price sufficient to cover the rental paid to the owner and, in some cases, to amortize the cost of the repairs on these houses made by the Housing Corporation prior to their occupancy. In case these lessees rented furniture from the Housing Corporation a monthly payment was made in addition to the rent for the use of that furniture. This payment usually amounted to 20 per cent per annum of the cost of the furniture.

One of the properties—an abandoned hospital—was used by the Operating Division of the Housing Corporation for the storage of furniture, and another—612 F Street—was rented to the United States Public Health Service and later to the District of Columbia for use as an influenza hospital. Twenty-two properties were operated by the Housing Corporation as boarding houses for war workers, and each house was put in charge of a salaried matron.

The policy of commandeering vacant properties provided accommodations for war workers much more cheaply and more quickly than they could have been provided by new construction. (See Appendix XVI, p. 312.)

SOLVING THE PROBLEM BY TRANSPORTATION.

In many of the communities with which the Housing Corporation was concerned the preliminary survey and vacancy canvass showed that the housing problem could be solved, in part or in whole, by the improvement of existing transportation facilities or by the development of new transportation. Though the housing accommodations near the war industries were being utilized to capacity, there were vacant quarters of a suitable type in another part of the city or in the suburbs or in neighboring cities which could be used, provided arrangements could be made to transport the workers. The problem was sometimes one of speed. The industrial worker was, in general, unwilling to spend more than a half hour in transit before and after his 10-hour working-day. The fatigue and annoyance resulting from long rides on crowded cars, from delays, and from changing cars were unquestionably causes of discontent and inefficiency and are reported to have caused numerous skilled workers to leave the employ of plants where their work was essential. High fares for long hauls were also a cause of discontent.

The transportation problem varied widely in the different communities. In one city the railroad sta-

tion was located far from the plant, but the tracks passed close by it. To arrange for the establishment of a substation and stops for the morning and evening trains at the hours when the workmen should arrive at and depart from the factory proved a simple means of meeting the housing problem. In other cases special workmen's express trains from the industrial city to the residential city or suburb made abundant housing accessible at a cost much less than that which would have been entailed by new construction.

The most striking example of this latter practice is offered in the case of the war industries at South Amboy and Morgan, N. J. The industrial community was thoroughly saturated, but at Long Branch and Asbury Park and the vicinity there was abundant housing, which investigation proved to be suitable for all-the-year use. These residential towns were also well equipped with facilities for social and recreational life, which are certain to operate to the advantage of the industrial force. To meet this problem, therefore, special express trains were run to Long Branch and Asbury Park from the Gillespie plant and other war industries of the Amboy district for the use of industrial workers, and a special fare of 30 cents for the round trip was established, the United States Housing Corporation absorbing the differential. Through the Homes Registration Service of these two towns approximately 1,000 houses and several thousand vacant rooms at reasonable prices were listed. Over 2,000 workmen were transported daily.

To meet a similar problem in the Indiana steel towns of Gary, East Chicago, Hammond, and Indiana Harbor, special trains were arranged for at no cost to the Housing Corporation. A thorough canvass of vacancies in the southern part of Chicago for all the districts accessible to the stations of the four railroads running from the Indiana steel towns to Chicago was made by the Homes Registration Division through the local committee. The special trains on these railroads were run at hours which would bring the workmen to the factories in time for their work and from the factories at the close of their day's work. By this means at least eight thousand workmen were daily transported from saturated industrial communities to regions where there were available homes at reasonable rentals.

In other cities negotiations were made with local transit companies for through car service, non-stop cars, and transfers, and for the rearrangement of car schedules so as to reduce the time, cost, and irksomeness of travel from shop to home. Loans were made by the Housing Corporation to local traction companies for the increase of trackage, the repair of existing rolling stock, or the purchase of new roll-

ing stock. Altogether \$5,834,241.47 was invested by the Housing Corporation in such loans at 5 per cent interest, the period of repayment extending as a rule over five years after appraisal. It proved desirable in some cases to cancel such contracts because of the armistice. This was done at a loss of only \$589.95 to the Housing Corporation, though the reduction was from \$7,454,104.35 to \$5,834,241.47—a saving of \$1,619,862.88—and it is expected that fully \$4,500,000 will be recovered with interest.

In view of the fact that the Federal Government, through its railroads, actually made a large profit on the service arranged for through the Transportation Division, it would appear that these activities of the Housing Corporation have made more than sufficient to meet the overhead costs of that division. (See Appendix VI.)

ENCOURAGEMENT OF PRIVATE CONSTRUCTION.

Private construction of dwellings had virtually ceased in the eastern cities before the establishment of this bureau. This was due to the high prices of materials, the high cost of labor, the difficulty in securing labor, and the very great difficulty which local builders experienced in their attempts to secure capital for building purposes. The following letter from W. J. Whinery, chairman of the Lake County housing committee to the Secretary of Labor, dated April 17, 1918, outlines the nature of this difficulty in the Indiana steel towns:

The housing conditions of the employees are also so crowded as to result in unwholesome, unsanitary, and immoral conditions. The efficiency of the employees is reduced and the cost of producing war munitions is greatly increased to each factory engaged in the manufacture thereof.

The bankers, building contractors, and real estate men, building and loan associations, loan agents, and trust companies in each of the cities have been and are exceedingly anxious to meet this emergency and provide means with which to build dwelling houses for these additional workmen, but they have reached the point where they realize they are unable to meet the present emergency within the present year.

In justice to the banks and trust companies of these cities it should be said that this is a comparatively new community, and the industrial growth of it has been so rapid and continuous that the banks and trust companies are required to furnish a great amount of money daily for use in the industrial and commercial life of the cities, and for this reason they are not in position to finance a building campaign as might be the case in other communities where the industrial and commercial growth has not been so rapid. Moreover, the national banks are not permitted to loan money on real estate. The State banks and trust companies are willing to loan and have loaned money for building purposes until they have practically reached the limit allowed by law for loans.

The building and loan associations in the several cities have instituted a campaign for additional stockholders as investors in their

several associations with a view to raising additional money which might be used for building purposes, and to aid in this regard they have restricted the class of loans which they would make to new building construction only, in this way aiding the building of new houses.

It is believed that through the building and loan associations, banks, and trust companies approximately \$400,000 will be furnished through such agencies for building purposes during the year 1918 in the city of Hammond; that a similar amount will be raised through the same agencies in the city of East Chicago-Indiana Harbor, and also a similar amount in the city of Gary; but such an amount in each of the cities is wholly inadequate to meet the demand for dwelling houses made necessary by the great number of additional employees brought to each of the cities to aid in the manufacture of munitions. In fact, such an amount is not equal to meet the demands for the natural growth of these cities, as compared with former years, not considering the present emergency which has been created by the munition work.

In some places it was probably true that builders who could have secured capital failed to build because of threatened competition of the Federal Government in this field, but it does not appear that this attitude was at all general.

The Bureau of Industrial Housing at first intended to loan money to local companies for house construction, but for reasons noted earlier (see p. 23) it was decided that the Government should purchase land and design and erect the houses thereon. Incidentally, however, private construction to meet the needs of war workers was encouraged by the bureau wherever manufacturers, builders, or local housing corporations could be induced to build. The field agents of the Preliminary Investigations Division and of the Homes Registration Service, as well as the executive officers in Washington, were able in many instances to promote house building, and several of the local homes registration committees established subcommittees for this purpose.

When the rules of the War Industries Board made it necessary for private builders to secure priority orders in order to get material for construction and to have it transported, it soon became manifest that a competent authority should pass upon all applications to determine their relative urgency. By an agreement made with the War Industries Board, about September 1, 1918, all such requests were referred to the United States Housing Corporation, and the manager of the Requirements Division was charged with examining these requests and certifying as to their urgency. Requests were received from many cities and prior to the signing of the armistice Federal licenses to build had been issued to local committees for approximately 13,552 houses to cost about \$43,000,000 and for other residential buildings for 2,100 persons to cost \$2,500,000.

STATISTICS OF ACCOMMODATIONS PROVIDED WITHOUT BUILDING BY THE FEDERAL GOVERNMENT.

In its efforts to prevent needless construction by the Government the Housing Corporation provided housing accommodation for over 70,000 workers through the Homes Registration Service; for approximately 2,500 war workers through the commandeering of vacant properties in Washington and elsewhere; for about 8,000 war workers through special train service; for over 30,000¹ workers through the promotion of private building. Altogether therefore, homes for 110,000 workers were secured through the Housing Corporation without the expenditure of any money by the Government for construction.

In addition, the volume of housing accommodations available for war workers was materially increased by the rent-a-room campaign, by appeals through the churches, through posters, newspaper publicity, and otherwise. Cooperation with the War Industries Board for the transfer of workers from less essential to essential industries and for the letting of new war contracts in cities which had abundant housing provided for the improvement of the housing conditions of tens of thousands of additional war workers. (See Appendices IV and V.)

¹ Allowing two war workers to each private dwelling not operated as a rooming house.

CHAPTER V.

ACQUISITION OF LAND, PLANNING HOUSES AND SITES, CONSTRUCTION.

The problem—Choice of site—Appraisals as safeguards—Acquisition of land by purchase—Requisition—Closing of contracts and taking of title—Amount of land acquired—The planning of houses and sites—Committees of Designers—Engineering requirements—Project engineers—Negotiations with municipalities—Negotiations with public utility companies—Town planning—Standardized architecture—Employment of architects—Economies through planning—Letting contracts for construction—Securing materials—Supervision of construction—Project managers—Works superintendents—Traveling supervisors—Procurement and supervision of labor—Devices to speed production and reduce costs—Fiscal record—Summary of construction operations.

THE PROBLEM.

After every available means had been utilized to solve the housing problem of the war industries by saturation and transportation, certain communities required immediate construction of houses. This meant suitable land must be found and acquired quickly and at reasonable prices. Houses, dormitories, and apartments, and often other necessary buildings, such as schools, stores, etc., must be planned; streets, blocks, and lots must be laid out, contracts let, houses built, and utilities—gas, electric, water, sewerage systems—provided.

CHOICE OF SITE.

When it was determined that house construction was necessary in any project city two real estate scouts were sent there and spent from one to four days (not disclosing their mission) getting estimates of values of available vacant tracts. This was done as a check upon possible future increases in the asking price for land, which might follow the announcement of the Government's intention to build.

Immediately thereafter a committee on sites, consisting of a realtor, an engineer, an architect, and a town planner (armed with information from the preliminary investigation, from the War and Navy Departments and records of the scout report) went there for detailed study. They considered the cost of sites, the cost of providing utilities and the speed with which they could be provided on each site, the relative accessibility of each to the factory, and the types of houses needed for the war emergency with reference to their ultimate sales value. The architect considered local house types and materials, the preferences of the workmen's wives as to plan and equipment, the prevailing method of heating and lighting, etc., and the cost and available supply of

sand, gravel, brick, lumber, and other building materials. The engineer took up with the municipalities and the utility companies the layout and type of existing water, sewerage, gas and electric systems, and gauged the cost of their extension.

The town planner figured the most economical manner of planning each available site for streets, blocks, lots, walks, open spaces, civic center, etc. The realtor got hold of local assessments, previous sales prices of the sites under consideration and of the adjoining sites, and arranged for appraisals by the mayor, the tax assessor, the chamber of commerce, the board of trade, the Rotary Club, and the real estate board.

A joint report was submitted before a staff conference with War and Navy Department representatives recommending a certain site or sites. Sometimes the conference recommended that certain matters be further investigated. Generally, the report was accepted, and the Real Estate Division was instructed to negotiate for the purchase of the land.

APPRAISALS AS SAFEGUARDS.

When the appraisals above mentioned were returned to the Real Estate Division they were carefully examined, together with the reports of the tax assessors, the real estate scouts, and such other information as was available. An estimate of the real worth of the land was drawn up, which was called the official appraisal.

As many of the most prominent men in the community had been taken into the confidence of the bureau as appraisers and had expressed an opinion on the respective values of the several properties under consideration, they were in a position to follow subsequent negotiations with intelligent understanding. The press of the community was also in touch with

the situation, every move in the program having been made in the light of full publicity and nothing withheld from the public. The fact was made clear to all that the intention of the Government to purchase land is no excuse for an increase in price.

That these community appraisals were a real safeguard to the bureau almost goes without saying. For example, in a New England city an old hotel was officially appraised at some \$90,000, the community appraisals ranging from \$85,000 to \$110,000. The owners of the property, however, demanded, in substance, \$150,000 and the project was abandoned by the bureau without recourse to requisition. The people of the city were bitterly disappointed that the bureau did not take over and improve the old hotel and the buildings adjacent to it, but because of the community appraisals no criticism attached to the bureau and its course in the matter could not but be approved.

Community appraisals operate in the interest of good citizenship and against bad. Conspiracy has little hope of success when confronted by honest opinion. In a southern town, community appraisals put it within the power of the Real Estate Division to reduce the asking price of land selected from \$2,200 per acre to \$250 per acre. It was community appraisals also that enabled the division to purchase the property of a large estate in New England at 10 cents per square foot in the face of a well-supported asking price of 25 cents per square foot.

ACQUISITION OF LAND BY PURCHASE.

The corporation after the recommendation of the committee on sites, confirmed in staff conferences, would authorize the acquisition of certain lots or parcels of property in a given community. A negotiator was then sent out to obtain this property. The negotiator, knowing the actual values of the sites in question, went to arrange for the purchase of the selected site at a reasonable price not above the official appraisal. His recommendation was submitted to the president of the Housing Corporation. Great care was exercised to make sure that the negotiator approached his task with a full sense of personal responsibility in carrying to the project the true spirit of the Department of Labor.

Although his instructions provided for many contingencies, the outstanding facts were kept constantly before him that he was expected to acquire property in the exercise of his best judgment "within the established limitations of cost" set out in his memoranda; and that while under his certificate of appointment he was clothed with the fullest authority, "the president of the corporation desires

each negotiator to be reminded that the Department of Labor expects him to exercise his arbitrary power as little as possible and to secure results by negotiation rather than compulsion."

It was made plain to him, further, that all contracts, leases, or other instruments committing the corporation must be taken subject to the approval of the president of the Housing Corporation.

In so far as practicable, the negotiator was expected to preserve and, if necessary, to create legitimate competition between owners of property and to discourage the conviction on their part that their property had definitely been selected by the corporation. In the beginning the use of options by the negotiator was encouraged, but the practice was later abandoned because of the time required to close options into contracts. The greater part of the property acquired by negotiation has, therefore, been taken under contracts made subject to the approval and ratification of the corporation.

REQUISITION.

The element of speed in the taking over of real property is obviously a controlling factor in any war program, and where it became apparent to a negotiator that certain properties could not be acquired without material delay he was authorized to arrange for their immediate requisition. It has been necessary to resort to this procedure, however, in relatively few cases. The power of requisition was recognized to be a sacred trust, and the Housing Corporation made use of it only after every effort to secure property upon a reasonable basis of price had been exhausted.

Requisition papers were in all cases prepared by the counsel of the Real Estate Division upon the basis of the statements of facts returned by the negotiator and were executed by the Secretary of Labor with full knowledge of the necessities of each particular case. In all cases of actual requisition the negotiator was charged with the duty of assembling by affidavit and appraisal all the available relevant testimony. This precaution in many instances resulted in an immediate adjustment of the requisition as soon as the strength of the Government's testimony became evident. So carefully, indeed, was the power of requisition handled that the Housing Corporation has no knowledge of a single case of requisition unsupported by sound public opinion.

CLOSING OF CONTRACTS AND TAKING OF TITLE.

Upon the completion of his work in the field the negotiator made return of the several contracts for real property that had been taken for a given project,

and the counsel of the division immediately began to close such contracts as had been finally approved and ratified by the corporation.

The policy of the division was to decentralize this labor as much as possible, and the local attorneys for the project were made responsible for the detailed preparation of a proper settlement record upon which the Fiscal Division made ultimate payment of the consideration in exchange for the deed.

AMOUNT OF LAND ACQUIRED.

The Housing Corporation contracted for the purchase of real estate in 47 cities, comprising approximately 19,000,000 feet of platted land and 2,800 acres of unplatted land. The total cost of such land amounted to approximately \$4,879,700. In addition there was requisitioned approximately 5,000,000 feet of platted land and 492 acres of unplatted land, valued at approximately \$1,095,918. In all there were 988 contracts and 124 requisitions. The power of requisition had, therefore, to be utilized in only about 12 per cent of all real estate negotiations.¹

THE PLANNING OF HOUSES AND SITES.

The preparation of plans for the various housing developments decided on from time to time, on the basis of the investigations elsewhere described, was carried on under the direction of three closely related divisions—the Architectural Division, the Engineering Division, and the Town Planning Division.

COMMITTEES OF DESIGNERS.

The corporation appointed a committee of designers, consisting normally of three persons, jointly responsible for the proper planning of the development as a whole, but chargeable, respectively, with professional responsibility for (a) architectural matters; (b) matters of municipal engineering, including street paving, sewerage, water supply, and, in general, all “public utilities,” except transportation utilities (the latter being handled in detail by the Transportation Division); (c) matters of general town planning, and especially the adaptation of the project to the topography, the locating and grading of streets, building lots and public grounds, and, in general, all surface improvements outside of buildings.

For these three functions the men were chosen from the professions of architecture, municipal engineering, and landscape architecture, respectively. The combined work of each committee of designers, like the combined work of the three Design Divisions, constitutes town planning, in a broad sense, but it seemed best to make one division and one member of

each committee of designers especially responsible for the general site planning and for the definition and record of those general decisions of plan arrived at jointly which control and correlate the special work of all three members of the committee of designers and to designate that one by the term “town planner.”

These designers were employed under contract and compensated for their services by a lump-sum fee, determined in advance, plus the reimbursement of their expenses, as specified and approved by the corporation. The committee was in effect one firm for the purposes of the particular project, jointly responsible through its chairman to the corporation for the efficiency, speed, and coordination of all the designing work. The Design Divisions gave the committee of designers general directions and aided them in every way, but did not relieve them of responsibility for the completeness and efficiency of the design in each particular case.

The committee of designers was called to Washington for instructions before beginning work. All the information on the work to date was put at the disposal of the designers, and they were made familiar with the general procedure of the corporation and furnished with copies of general instructions and standard information. They went first to the site of the project, studying it in detail on the ground. They then prepared and submitted personally, in conference at Washington, preliminary plans and estimates showing what they agreed should be done under the circumstances and what the total cost should probably be. These plans and estimates were gone over in detail by each designer with his respective division, and the whole problem was then discussed in staff conference.

When the general scheme was approved, the designers proceeded to make final plans, specifications, and estimates, incorporating any modifications made by the corporation, and working out details, eventually submitting their work again in personal conference in Washington, to be finally checked and sent out for bids by the corporation.

While the work was under construction each designer still remained in touch with it by having a representative on the ground to act in an advisory capacity to the works superintendent, explaining the plans and specifications and arranging any necessary modifications without loss of time and without undue change in the original intent of the design.

ENGINEERING REQUIREMENTS.

To economize time and effort in the building of homes for war workers it was necessary to take

¹ For detailed statement of the work of the Real Estate and Commandeering Division see Appendix VII, p. 135.

large tracts of land, subdivide these into lots for the erection of houses, instead of building on hundreds of scattered lots throughout the city. The use of large tracts, though it provided the advantages of concentrated operations, necessarily involved the construction of new roads and the extension of sewerage systems, water supply, electricity and gas, provision for drainage, street lighting, fire protection, and other municipal improvements. This necessitated the employment of engineers who had had specialized training in municipal problems. Engineers were first employed to make investigations of proposed sites in order to see if economical and quick development of the municipal improvements was possible. Many proposed sites were abandoned upon the advice of the Engineering Division because their use would involve too great expenditure of time or money.

PROJECT ENGINEERS.

Standard instructions, specifications, and drawings were drawn up for the use of engineers employed in the local projects, and the work of the project engineers was directed and closely supervised by the Washington office. Some sixty of the leading sanitary and municipal engineers of America were employed under contract and at fees less than those ordinarily earned in private undertakings. The average of fees and overhead allowance has been but 1 per cent on the cost of utilities. In addition to his fee, the project engineer received the actual cost for his assistants, traveling expenses, and such other obvious expense as could be readily checked by the Fiscal Division.

NEGOTIATIONS WITH MUNICIPALITIES.

The construction of municipal utility improvements to the extent of over \$13,000,000 was contemplated under the war program. Negotiations were, therefore, necessary with the mayors, city councils, and city engineers of over 60 cities in order to establish a satisfactory working understanding with the municipalities. Patriotic cooperation of the municipalities was solicited and in many cases was generously extended. In some cases loans to municipalities were necessary to make it possible for them to extend their improvements to the housing developments.

Assistance in securing permission from the Capital Issues Committee for issuance of securities was often essential, and in most cases the Housing Corporation had to assist the municipality in securing priority orders for material from the War Industries Board. Through the negotiations of the Engineering Division aid was secured from municipalities for contemplated utility and municipal work to the extent of \$3,103,000, or 24 per cent of the total cost of such improvements.

Assistance in the form of construction service was actually provided to twelve municipalities by the Housing Corporation to the extent of \$367,682.50, repayable by the municipality with interest at 5 per cent.

NEGOTIATIONS WITH PUBLIC UTILITY COMPANIES.

Gas, electric light, and water supply, and in a few cases heating facilities and telephone service, had to be secured generally through negotiations with private utility companies. In all there were some 250 negotiations of this character. Extension of these utilities could be financed through the approval of the Capital Issues Committee, where good banking loans could be had, but where they were not available such utilities have at times been financed by the corporation direct, making loans upon such collateral as was available. Such negotiations were conducted with 48 gas companies, 40 water companies, and 67 electric companies, or a total of 155 utility companies. Aid in financial investment from the utility companies to the extent of \$1,600,000, or 12.3 per cent of the total cost of the utility investment was secured. Loans at 5 per cent interest were made to five companies to the extent of \$664,525.99.

TOWN PLANNING.

While negotiations were being made for the purchase of the selected sites, the Town Planning Division was devoting careful attention to the general site planning, that is, the arrangement of blocks, lots, streets, and public open spaces, so that all the requirements of convenience, economy, and appearance should be as well served as possible in the circumstances. This division was concerned, for instance, in determining the proportion of land under consideration which was available for development as house lots; the necessary density of occupation in view of the probable cost of land and of development; the existing available facilities and possible necessity for increased facilities in respect to schools, playgrounds, public open spaces, recreational facilities, stores, and other neighborhood services of a public or quasi-public sort. It was responsible for checking in detail the general plans, construction plans, specifications, and estimates by the town planner members of the committee of designers.

The work of the town planner began at the very moment of his inspection of a proposed site by the exercise of his knowledge and his power to visualize. Whatever the existing condition of the area under consideration, he had to see what it offered as a developed site; how its exposure would suit its occupancy; whether the topography was such as to afford convenient, economical, and agreeable disposition of com-

munication and subdivisions. He had to see what natural features, if any, might be retained or improved to serve as recreational and breathing spaces, if not fit for development as house lots. Further, though the design of the buildings might not be his task, yet their grouping would be, as well as their immediate setting, and he had to have enough of architectural knowledge to realize the architectural possibilities. These were the things that his trained eye had to perceive at once; the confirmation of his judgment was to come when, with a close topographical survey before him, he made his plan of roads, lots, parks, and other communal features, worked out his grades and established the balance between cut and fill which is essential to the economy he must never lose sight of. The town plan largely controlled the necessary cost per house for sewerage and other utilities and for foundations, cellars, and the grading and improvement of lots, the work of the town planner being done in close cooperation with both the architect and the engineer. Just as in the design of a building the practical, the sensible, the convenient are the best possible foundation for the good appearance which comes from the artist's touch, so in the town planner's layout, grading and planting, those same elements were necessary. The curving street that minimizes cost of grading and gives picturesque interest to the buildings along it must be a convenient means of circulation and make for the most advantageous subdivision of the lots on which those buildings are set. This work, no less than that of the architect, was controlled by practical considerations, such as the cost of moving cubic yards of earth, the percentage of rentable area to be got out of a given site, the convenience of access generally and individually, the share of the total cost to be borne by each housing unit, and its relation to the paying power of the lessee or buyer. (See Report of Dec. 3, 1918, pp. 73 and 74.)

STANDARDIZED ARCHITECTURE.

American designers had had but limited experience of industrial housing. The question was how they would rise to the emergency when placed in possession of all such material as could be gathered together and reduced to available form for their guidance and speedy use, for it was plain that when work began no time should be lost. Whatever experience American and European designers had had was sought, and outside of actual construction they had given much thought to the problem expressed in papers and discussions at meetings and in a variety of designs. Everything of the sort was collected, including numerous plans put forth by manufacturers and contracting companies. Special type designs were in-

vited from architects, who responded generously, and similar designs were made by our own staff. There was thus collected a great amount of valuable reference material now in the files of the corporation.

The next step was in the preparation of standard designs for those buildings which investigation indicated would be the most prevalent types. These were bungalows (three to six rooms), houses (four to eight rooms), apartments (two to six rooms), boarding houses, dormitories, hotels, cafeterias, recreation buildings, stores, schools, etc., and were intended to serve as condensed practical guides to architects employed rather than as hard and fast forms to be rigidly adhered to. In short, the idea was that the architect, while thus held to a proper limitation and given a satisfactory basic solution, should be free to exercise his own inventiveness both as to improvement of the plan and as to its executed appearance. Besides these there was prepared a very complete set of standard details for such items as window frames, trim, doors, blinds, stairs, cupboards, and the like; also hardware, plumbing fixtures, lighting fixtures, etc., and a printed statement of minimum requirements. The desirability of such uniform standards was twofold. First, within the strict requirement of economy in construction but little latitude in the variety of these details was permissible or could be of advantage; next, uniformity is a necessary factor of quick, large-scale production. (Report of Dec. 3, 1918.)

EMPLOYMENT OF ARCHITECTS.

In creating an organization to handle the work of design and construction of housing for workmen and their families as a Government function, one of the many questions to be determined was the method of design. Of two main lines of policy, one was to be chosen—to act as architect for all the contemplated work or to employ therefor the architects in private practice. For reasons of economy chiefly, the latter course was adopted.

Upon coming to Washington for instruction concerning his project, the architect had interviews with each of the divisions concerned: Architectural, Engineering, Town Planning, Requirements, Construction, and Operating. He also received the following documents: General instructions, directions to committee of designers, instructions of field staff, copy of contract form, insurance letter, housing standards, prints of standard types of houses, supervision of construction letter, standard details, lighting-fixture standards, hardware standards, millwork details, specifications for electric wiring, standard general specifications, and various bulletins. Sketches were then prepared by this architect and forwarded to the

bureau. Here they were assigned to one of the architectural examiners. It was his province to check the general requirements of the plans, pass them through the sections equipped for checking the mechanical work, see that specifications were checked in due course, and review the plans with the Operating Division, whose function was to equip and manage the properties. The plans were then returned to the project architect.

In this manner the plans were gradually developed by the architect in touch with local conditions and revised by the Architectural Division in the light of its previous studies and intimate knowledge of the many requirements of housing operations. When completed, they received final approval of the Architectural and Operating Divisions and were turned over to the Construction Division for the letting of contracts.

In employing architects those have been chosen whose known experience and ability, professional standing, and general equipment offered the best guaranty of efficient service. Given these requirements, the policy has been followed of choosing individuals or firms practicing at or near projects, so far as that has been practicable. Their terms yield to the architects a margin of profit far below that which they commonly make and are deemed entitled to. It has been conceived as war service and generally accepted in a spirit of patriotic unselfishness. All pay rolls had to be submitted to the bureau for approval; overtime work has been allowed and was necessary, but no additional rate therefor has been permitted, except in one case, where the well-established practice of a large city could not be advantageously set aside.

There were employed 52 architects, each of whom has provided for this work from 2 to 24 assistants, making the total force so engaged about 450, including the field forces required during actual construction. Plans for some 80 projects were passed by this division through the successive steps of study from first sketch to working drawings, checking even to the smallest details of construction, plumbing, heating, electric wiring, and specifications. Over 5,000 sheets of drawings have been made by the project architects and checked and approved by the division. The projects so designed range in extent from those providing housing for 10 families to those housing 2,000 families. Altogether, plans were drawn for dwellings for over 21,000 families and for over 23,000 single men or women. (See Vol. II, p. 386 to 434.)

ECONOMIES THROUGH PLANNING.

Considerable economies have been effected by the use of standardized plans and standard materials in large-scale operations. The heating and plumbing

examiners have worked out in their respective fields very complete and detailed systems specially applicable to the class of work involved and resulting in large and important economies worthy of permanent adoption universally. One example (in plumbing) is the elimination of back venting, required by most building departments, but unnecessary in small houses. In improvements of this sort, such as the recirculating system for hot-air furnaces, permitting reduced size of grates and simplified runs of pipes, along with many economies in the use of materials arrived at in consultation with the War Industries Board, great savings have been actually effected, and the way to potential savings of vast magnitude in the future pointed out. (See Vol. I, p. 183, and Vol. II, p. 512.)

As building operations were begun, it became evident that there would be a conflict between the building standards adopted by this corporation and the requirements of many local building departments. In numerous cases, all discrepancies with Government methods were waived. In other cases, where cities were jealous of their rights, negotiations were undertaken which resulted in persuading the authorities to accept methods considered safe and satisfactory by this corporation in lieu of previous requirements which in many cases were extravagant in money, materials, and labor without any compensating return in increased safety or better conditions.

As the intensity of the war demand constantly grew it exercised a profound effect upon the kind and quantity of building materials available throughout the country and, in cooperation with the War Industries Board, it became necessary to make frequent revision of the program concerning them. The division's original standard details were entirely revised, and this work would have been carried through the remaining details in its book of standards had the war been prolonged through the winter. The millwork details completed just before the signing of the armistice may prove of considerable value in simplifying mill details throughout the country and tending to standardize building methods so far as millwork is concerned.

LETTING CONTRACTS FOR CONSTRUCTION.

After the housing program for a community had been determined and after the sites had been chosen and plans drawn, estimates were made by the Requirements Division of the cost of the proposed buildings and improvements. As building materials were purchased through the Construction Division of the Army their fixed prices were used as a basis for such estimate. Meanwhile a list of available contractors within a reasonable radius of the project had

been compiled and private confidential reports concerning the financial standing and business ability of the contractors had been secured. Questionnaires were sent to all of the contractors making application and to others whose names had been given to the corporation. Five or more contractors were then selected with the approval of the president of the corporation, and drawings, specifications, and other data which would help them in understanding the nature and scope of the work were sent to them for bids.

As the congressional act under which the Housing Corporation operated prohibited cost-plus-percentage contracts, a new contract form was drawn up, providing for reimbursement on the basis of cost plus a fixed fee and a fixed plant rental. (See pp. 202, 351, 364). In many of the contracts there was also a penalty and bonus clause. Each contract was awarded to that contractor whose bid was, in the main, lowest in price as to fee and plant rental but the relative responsibility of the contractor was considered, and as speed was the main consideration a great deal of weight was given to this item. (See p. 203.)

SECURING MATERIALS.

The materials procurement branch of the Construction Division was established to procure materials for the individual contractors. Detailed arrangements had to be made with the War Industries Board and the United States Railroad Administration. This branch prepared and approved requisitions for materials, determined prices, located sources of supply, received proposals, issued purchase orders, inspected and expedited materials, and insured their prompt transportation. The purchasing facilities of the Construction Division of the Army were utilized to allocate, order, inspect, and expedite the production of most materials. To avoid delays some materials were purchased in the local market. By the above means at the time of the armistice almost \$30,000,000 worth of material had been ordered, the purchases averaging almost \$1,000,000 a day in the latter part of October, and carload shipments numbering 2,000 per week.

SUPERVISION OF CONSTRUCTION.

Promotion, checking, and supervision of the work of the contractor was provided by the executive staff of the corporation and of the Construction Division, and through the mechanism of project managers in the Washington office, traveling supervisors, and a works superintendent, who with his staff was stationed on each project.

THE PROJECT MANAGERS.

The project managers in the Washington office were each assigned from three to six projects. It was their duty to see that drawings and specifications were rapidly prepared and that the work of the project architect, engineer, town planner and contractor were properly coordinated. They studied plans and specifications to see that nothing was omitted and that there was no overlapping or extravagance. The project manager instructed the works superintendent as soon as he was chosen in the general policies and working methods of the Housing Corporation and provided him with detailed information concerning the specific project to which he was assigned. He explained to him the methods of Government construction and the method of procuring labor and materials. The contractor was meanwhile instructed to prepare his requisition for materials and schedule of labor needs, which were checked by the project manager and turned over to the materials procurement branch and the Industrial Relations Division. It was the project manager's duty further to see that materials were ordered in time, that the orders complied with the contract requirements and that the work in the field was properly carried out.

THE WORKS SUPERINTENDENTS.

The works superintendent was the principal executive of the Housing Corporation in the field and was responsible to the corporation for the successful execution of work on the project to which he was assigned. He interpreted contracts and determined methods of procedure in accordance with instructions from Washington; he certified bills and payrolls after approval of the auditor. He engaged inspectors and such other assistants as were necessary, and was responsible for seeing that monies were wisely expended and that work on the project was properly coordinated and accomplished.

THE TRAVELING SUPERVISORS.

A small group of traveling supervisors kept the executive staff at Washington informed of the progress of the project and adjusted differences between the works superintendent and the contractor.

PROCUREMENT AND SUPERVISION OF LABOR.

As the Housing Corporation did not secure funds for construction until July 25, 1918, it came late into a labor market, already almost exhausted by the colossal demands of the war industries and of the draft. The Industrial Relations Division was established to cooperate with the United States Employ-

ment Service in securing labor and to cooperate and negotiate with Federal departments, war industries, and private contractors in the handling of all questions of labor supply, wages, hours of labor, and other conditions of employment. It was also to make such provision as should be necessary for the living quarters, health, and recreation of the employees of the corporation and of its contractors. By October 26, 1918, the requirements of this division as laid before the United States Employment Service numbered 12,356. By November 1, projects were on the average about 50 per cent manned. It was exceedingly difficult to secure labor and to retain it after it had been secured, due to the competition of other Government departments. (These difficulties are described in the report of the Industrial Relations Division, p. 222.)

In spite of these difficulties the Housing Corporation attempted to maintain a 10-hour work day and six work days per week with no Sunday work, realizing that there would not be an increase in relative efficiency if the amount of overtime was increased. This rule was very generally followed except during particular emergencies. Much time was also spent in adjusting disputes between employees and the contractors. Such disputes covered the employment and discharge of non-union men, conformity or non-conformity with union rules and practices, wages and hours of labor, and virtually all of the usual subjects of dispute between workmen and their employers.

DEVICES TO SPEED PRODUCTION AND REDUCE COSTS.

To provide for maximum speed and minimum cost an accurate continuous record of cost and progress of work was essential. A cost engineering branch was, therefore, established in the Construction Division to watch all expenditures and orders and classify them by communities and compare these with estimated cost to make sure that the contractor was living up to his contract.

Every two weeks the cost engineer prepared a graphic report, summarizing all accounts and all quantities of materials and labor purchased and delivered to the project. These reports showed the quantity of work done and to be done, subdivided according to a standardized mode of classification. These expenditures were compared with the official budget and with the works superintendent's latest revision of that budget. By means of this device excessive costs were immediately noted and brought to the attention of the contractor and pressure was brought to bear to reduce costs. Charts were also drawn up to show progress of the work with reference to the time requirements specified in the contract. The progress report was itemized for each portion of the

work and was submitted as well for the project as a whole. The work of this branch was a means of saving large sums of money in construction costs to the Federal Government, and it was also effective as a means of coordinating field operations and preventing delays in the fulfillment of contracts. (See Appendix XII, p. 207.)

FISCAL RECORD.

The Housing Corporation comprised a Treasury Division, responsible for cash receipts and for prompt payment of audited vouchers and preparation of schedules of disbursements, and a Fiscal Division, responsible for audit of all payments and other records for the control of all transactions and for accounting. Each of these divisions maintained field representatives, the field auditors of the Fiscal Division being charged with the control of financial transactions at projects, subject to the rules of procedure of the Washington office. Traveling auditors were appointed to supervise the work of field auditors of several projects. Each field auditor familiarized himself in detail with the contract and maintained a continuous audit of transactions under that contract, including pay-roll record and the bills of the contractor and vendors.

Disbursing officers for each project cooperated with the field auditor to insure prompt payment of the obligations to the corporation. Each disbursing officer was responsible for seeing that approved vouchers presented to him were promptly paid and that contractors operating under fixed-fee contracts were reimbursed for their weekly pay-roll after the same had been audited and approved by the field auditor. Daily reports were submitted from the project disbursing office showing the balance of cash on hand, the receipt of funds, the amount disbursed, and the balance to the credit of that office, together with an itemized schedule of sums paid on approved vouchers. An accountant in the Washington office checked the schedule of disbursements. (See Appendices XVIII and XIX.)

SUMMARY OF CONSTRUCTION OPERATIONS.

The first construction contract was awarded on July 8, 1918. By November 11, 1918, 60 general construction contracts had been awarded on as many different projects and 23 more were ready to be let. With the signing of the armistice, on November 11, 54 projects were abandoned, 15 were curtailed, and 22 were to proceed as originally planned. In no case did the Housing Corporation proceed with construction unless it was judged that there would be more salvage to the Government from completion of the project and sale of the houses than would accrue from

the sale of materials already ordered on construction already begun. Three of the contracts which were ordered completed were for remodeling dormitories, apartment houses, and hotels purchased by the corporation. Three other projects for the construction of temporary houses at remote powder plants at Seven Pines, Va., Tullytown, Pa., and Woodbury, N. J., were transferred to the War Department, as it was realized that these properties would bring a larger return to the Federal Treasury if sold in conjunction with the industrial plants for which they were built. One project at Pompton Lakes was reduced to 15 semiportable houses, which were completed but not occupied, as they were no longer needed by Ordnance inspectors for whom they were built. Two projects, one for Washington Navy Yard houses and apartments, the other for Bethlehem, Pa., were subsequently canceled. Effort was made to push construction to speedy completion, and on December 21, 1918, there were 19,369 men on the contractors' pay rolls, the maximum force employed at any time.

The original program had contemplated the construction of houses for 24,970 families, or approximately 125,000 persons. Under the revised program of April, 1919, houses were to be built for 6,148 families, or approximately 30,800 persons. The original program had also contemplated the provision of quarters for 12,865 single men and 11,132 single women, either in dormitories, hotels, or as boarders in family houses. Under the revised program quarters were to be provided for 4,932 single men and 3,375 single women, of whom 4,338 men and 3,073 women were to be housed in dormitory buildings, 244 men in existing hotels on which alterations were made, 130 women as boarders in family houses, 172 women in buildings convertible into houses, and the remainder of the men in family houses.

For details of original program see Vol. II, Table 1, pp. 390-393. For details of actual construction containing later revisions, see Vol. I, Appendix XII, p. 200.

CHAPTER VI.

MANAGEMENT OF THE PROPERTIES.

The problem—Should houses be sold or rented?—How should rents be determined?—Demand for housing—Difficulty in framing a rental policy—What constitutes a fair rental?—Rental is related to value—Can rentals be standardized?—Attempt to ascertain proper rental return on real estate—Number of properties operated—Management—Provision for welfare of tenants—Government Hotels, Washington, D. C.—The sale of the properties—Appraisal—Method of sale—Cost of management.

THE PROBLEM.

American history offers no precedent for extensive building of private dwellings by the Federal Government. Although there are residential properties owned by the Federal Government in its parks and reservations, at its navy yards and arsenals, no complete communities have been constructed prior to the war for the use of the industrial population.

In many European countries governmental departments have constructed houses for rent or sale to industrial workers or to the general population. With very few exceptions such construction has been by municipal or provincial governments rather than by the national authorities. Where the central government has engaged in housing it has generally been either in an advisory capacity or through loans to municipalities or other agencies under restrictions governing the type and quality of house to be constructed and the terms of rent or sale. Such a policy provides the advantages of local management of and responsibility for the housing operation and the advantages of promotion, supervision, direction, and financial assistance from a highly competent group of specialists with a permanent national office.

For reasons given in an earlier chapter (see p. 23) and because primarily of the nature of the war emergency this more usual mode of governmental construction was not tried in America. The problem instead of being attacked by municipal and State governments was handled directly by the Federal Government, and although centralized control was indispensable as a part of the war program, it necessarily involved management problems of peculiar difficulty.

The primary obligation of the Housing Corporation in the management of its properties, in view of the fact that these properties were not ready for operation until after the signing of the armistice, was unquestionably to salvage as much as possible of the war expenditure, so far as that could be consistent with the welfare of the tenants. There was probably

another essential obligation arising out of the fact that these housing developments are in a sense "model communities."

It is not claimed that the houses built by this corporation are ideal in form or arrangement. To some extent beauty and convenience were sacrificed to speed and economy (criticism of these houses will be found in detail in Chapters V and VIII of Vol. II of this report), but the developments were model communities in the sense that they are being studied and will inevitably be copied by the architects and builders of the future, especially by housing corporations established by manufacturers and by groups of public-spirited citizens. Since these communities will be under close observation it is particularly important that the Federal Government should be a model landlord, and a model not of lavishness or of sentimental welfare work, but of equity in its civic relations and of good sound business policy.

SHOULD HOUSES BE SOLD OR RENTED?

The basic problem of operation was to determine whether houses should be rented or sold. Throughout the early months of 1919 scores of houses were being completed each week and it was necessary to come to a decision in this matter which could be applied to each of the various types of houses and each of the diverse districts in which the dwellings had been constructed by the United States Housing Corporation. Although houses were being completed ready for occupancy, the estates were unfinished because roads could not be built or lawns graded until after the spring thaw. If the houses were to be put on sale before the estate was completed they would bring a lower price. Another reason for postponing sale and applying a rental policy universally was that the labor conditions of the country during the early months of 1919 were unsettled, and the movement of prices was uncertain.

It seemed highly undesirable to sell properties until their reproduction cost under peace conditions

could be ascertained, and it was unfair to the laborer or other prospective house purchaser to ask him to pay the current price for such property when a general falling of prices or of wages might make this purchase a poor bargain and cause him hardship. It was therefore determined that none of the permanent houses constructed by the corporation should be placed on sale until each estate was completed and until a carefully selected board of appraisal had determined the actual value of the completed properties.

HOW SHOULD RENTS BE DETERMINED?

One of the most difficult questions of operation was to determine what the rentals of houses should be. The Housing Corporation had to contend with the astonishingly prevalent belief that the Federal Government, in view of its large resources and paternal function, should rent its houses at less than the prevailing market rates. At the navy yards this tendency was particularly strong. The navy-yard worker has tended to look upon housing accommodation as an essential perquisite in addition to wages. In the industrial communities, however, except where the Federal Government was a large property holder, unduly low rentals were not expected.

The maximum amount of rental obtainable from a given community was on the other hand to be determined with reference to several factors—the cost of the development, the wages of the employees, the demand for houses of the type which have been built, the value of similar properties erected by private capital and the prevailing rentals for similar properties and for properties within the same district.

DEMAND FOR HOUSING.

With few exceptions the spring of 1919 found the communities in which the Housing Corporation had gone forward with all or part of its war program distressingly short of housing. New buildings, due to insistent demand, were often rented not only before the utilities and planting of the project were in order, but even before the buildings themselves were finished in all details. The projects created by the corporation comprised in most instances urban and suburban additions to established communities. In such developments the demand for houses and their approximate rental value were more readily ascertained. But the towns of Cradock (near the city of Portsmouth, Va.) and Bay Terrace (near the city of Vallejo, Calif.) were entirely new communities, complete to a large extent in themselves. In these developments the values could be differentiated only through occupancy and use.

The subsidizing of any community or class of workers by the Federal Government being obviously

against public policy, it became increasingly evident through the winter and spring of 1919 that if further residential construction were to be undertaken by private initiative in relief of the acute housing shortage then existing in the several communities, the rental schedule of the United States Housing Corporation would have to be so fixed as neither to impair the savings invested in competing property nor to discourage the flow of additional capital into new housing. At the same time the rental schedules could obviously not be fixed beyond the abilities of the average family to pay.

DIFFICULTY IN FRAMING A RENTAL POLICY.

The situation was unusual and inherently surcharged with misunderstanding and difficulty. If the properties of the corporation were rented too low an enormous loss to the Government through reduced selling prices was inevitable. If the properties were rented for more than was held to be fair by the existing public opinion, denunciation and protest could not be escaped.

Under these circumstances, and in the absence of any knowledge of the actual values lying in the various properties as determined by appraisal after completion, the corporation tentatively fixed its rental schedules as best it could. Through its Industrial Relations Division a painstaking investigation was made of the salaries and wages earned on the average by prospective tenants, and the rentals charged for somewhat similar if not competing properties were carefully studied and formulated by experienced realtors. The schedules were then fixed by the corporation in the exercise of its best judgment and with the avowed intention of revising such schedules later upon the basis of the returns of the boards of survey appointed to appraise the properties.

If the corporation expected denunciation and protest to follow the establishment of rental schedules determined in this manner, it was not disappointed. Its officials were denounced as "profiteers" and organized protests were made to the officers of the corporation, to Members of Congress, to the Secretary of Labor, and even to the President himself. Nevertheless, with the exception of towns like Bridgeport, Conn., Erie, Pa., and Cradock, Va., where local conditions were unsettled, the houses of the corporation were rented as soon as completed, and on January 1, 1920, exclusive of those sold, show an average occupancy for all projects of 93.6 per cent.

WHAT CONSTITUTES A FAIR RENTAL?

Since the economic factors underlying the investment of capital in real estate appear to be but imperfectly understood, a wide divergence of opinion as to what constitutes a fair rental return has been encountered.

Many, following the rule-of-thumb worked out before the era of modern improvements and when obsolescence of style and neighborhood were unknown terms, have defined a fair rental as from 9 to 10 per cent gross on the capital invested, or, where excess war cost is to be written off, on the actual values lying in the properties as found by appraisal.

Others have asserted that since the properties were created by a Government agency they should constitute a weapon in restraint of "profiteering" and the fair rental should not exceed 5 per cent gross. Still others have urged that on the present price level of commodities gross rentals under 14 per cent for dwellings and 18 per cent for heated apartments are a subsidy in fact and a violation of both the spirit and the letter of the housing legislation.

RENTAL IS RELATED TO VALUE.

It goes without saying that an investor should ensure the return of his capital with interest. If he builds houses of an appropriate type in an appropriate location with reasonable regard to economy and in response to a real demand he should be able to recover his principal in addition to interest on his investment and reward for his labor and the risk undergone. Capital invested in residential construction must be recovered out of rents. The rental return on residential property is therefore intimately related to its value.

If the capital invested in residential property is to be recovered with interest out of rents, such a sum must be annually returned for the use of the property as shall cover not only interest and carrying charges but proper reserves for vacancies and bad accounts and for depreciation and obsolescence.

CAN RENTALS BE STANDARDIZED?

In the honest belief that the rental schedules of the corporation were arbitrarily fixed and no consideration given to underlying factors of equity, a number of tenants and tenants' organizations demanded that the rents on all projects be standardized on the basis of rooms. Thus the corporation was invited to prepare a chart on which should be set out in comparative form the rents fixed on each project for 4, 5, 6, 7, and 8 room houses, and this chart was confidently relied upon to prove the alleged inconsistencies of the corporation's rental schedules.

Improved properties may be intelligently compared only by inventorying and appraising the elements comprising the three component parts into which they may be resolved:

- (a) Land.
- (b) Structure.
- (c) Equipment.

Land varies in area and quality. It is essential that the dimensions and the locations of the lots be considered.

Structure varies in size and quality. It is also essential that the cubage and the number of rooms, the materials of construction for walls, roof, and finish, be considered.

Equipment varies in extent and quality. It is also essential that the nature, capacity, and grade of the heating system, plumbing system, lighting system, and other installations be considered.

Manifestly neither the houses themselves nor their rents can be standardized on the basis of rooms, nor, indeed, on the basis of any simple formula. The rentals which properties should earn can be compared only on the basis of normal costs modified in algebraic addition by the intangible values created in the land by neighborhood and by factors of demand. "The value of thy property," said Confucius to his scholar, "dependeth upon thy neighbor."

ATTEMPT TO ASCERTAIN PROPER RENTAL RETURN ON REAL ESTATE.

Anticipating somewhat the situation that later developed, the Division of Public Works and Construction Development of the Information and Education Service of the Department of Labor in the winter of 1919 addressed a questionnaire on the general subject of real estate investments to the constituent bodies of the National Association of Real Estate Boards. This questionnaire was formulated for the purpose of securing in usable percentages statistical data relating to revenues and expenses on typical real properties classified in some ten utilizations. The replies received were for various reasons few in number and the Information and Education Service went out of existence before they could be tabulated.

The cost of living continued to advance and controversies over rents increased so alarmingly in the congested centers that the eternal conflict between landlord and tenant reached a stage of almost irreconcilable difference. Naturally the United States Housing Corporation could not avoid the backwash of this unprecedented situation in the communities where its projects were located and it soon became evident that in some of these communities at least, unless the economic factors underlying investments in residential real estate were more definitely perceived by the public, a period of misunderstanding and distrust inimical to the general welfare was inevitable. The situation was clearly one that could be stabilized only by knowledge.

A rental return on residential property which shall be fair to the investor (and which will render it possible to build houses to rent) is directly dependent, of course, on established factors of interest and car-

QUESTIONNAIRE

JUNE 30, 1919

REAL ESTATE INVESTMENTS.

CLASSIFICATION OF REVENUE AND EXPENSE ITEMS,
SHOWING DISTRIBUTION DESIRED ON FORM.

REVENUES:

Rent earned—

Accruals on occupancy, whether collected or uncollected.

Other revenues—

All profits on telephone service, electricity, water supplies, waste paper, janitor service, etc.

OPERATIVE EXPENSES:

Maintenance—

Upkeep of grounds: Walks, drives, fences and walls, lawn and garden, planting, general, etc.

Upkeep of building: Roofs and downspouts, porches and areas, halls and stairways, rooms and closets, laundries and lockers, general, etc.

Upkeep of equipment: Screens and awnings, stoves and gas logs, furnishings, safety appliances, telephone and signals, lighting, tanks and cisterns, other plumbing, pumps and heaters, other heating, chutes and incinerators, machinery and tools, sprinkler system, elevators, engines, generators, general, etc.

Service—

Electricity, water, supplies, coal, gas, steam, wages of all employees, disposal of ashes, of rubbish, of garbage, inspections, telephone, etc.

Insurance—

Fire protection on building, on furnishings, on rents, etc.; liability protection on employees, on general public, on boilers, on elevators, etc.; plate-glass protection on windows, etc.

Salaries—

Building superintendent and his office employees.

Taxes—

Levied on land, building, and equipment.

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OPERATIVE EXPENSES—Continued.

Assessments—

Levied with taxes for street lighting, street cleaning, street maintenance, street improvements, etc.

Depreciation—Reserve—

Arbitrary amount, or predetermined per cent of building cost and equipment cost, written off for physical deterioration and obsolescence.

ADMINISTRATIVE EXPENSES:

Office overhead—

Cost of office equipment and appliances, rent for space occupied, janitor service, telephone and telegraph service, magazines and papers, reports and directories, supplies, postage, electricity, water, steam, gas; fire insurance on equipment and records, liability insurance on office employees, indemnity insurance on general public; legal services, legal counsel, and other legal items, advertising, general taxes on personal property, on moneys, on credits, etc.; depreciation of equipment, etc.; commissions paid, salaries of building manager and employees, or equivalent in owner's time and attention, etc.

Rent conceded—

Accruals on occupancy given to tenants as an inducement or bonus and for which they are not charged and do not pay.

Doubtful accounts—Reserve—

Actual amount or predetermined per cent of outstanding accounts receivable written off as uncollectible and lost.

Interest—

Accruals, commissions, and expenses in effecting and renewing loans, etc.

Percentage—

The per cent to be figured in the columns marked "per cent of capital" is the per cent the amount is of the amount of the total capital investment.

Per cent occupancy—

Number of months of actual use or occupancy divided by the number of months of possible occupancy.

Or number of square feet of actual occupancy (averaged) divided by number of square feet of possible occupancy.

Property designation.		1914	1915	1916	1917	1918	Per cent of capital.	Five-year average.	Per cent of capital.
Code Number.									
Revenues:									
Rent earned.....									
Other revenues.....									
Total revenues.....									
Expenses:									
Maintenance.....									
Service.....									
Insurance.....									
Salaries.....									
Taxes.....									
Assessments.....									
Depreciation—reserve.....									
Total operative.....									
Office overhead.....									
Rent conceded.....									
Doubtful accounts—reserve.....									
Total administrative.....									
Total expenses.....									
Revenues less expenses.....									
Interest (de duct).....		x x x x	x x x x				x x x x		x x x x
Net earnings—amount.....		x x x x	x x x x				x x x x		x x x x
Per cent occupancy.....		x x x x	x x x x				x x x x		x x x x
Net earnings, per cent of equity.....		x x x x	x x x x				x x x x		x x x x
Capital investment:									
Loan.....									
Equity.....									
Total investment.....		x x x x	x x x x				x x x x		x x x x
Estimated market value.....									
Tax value of property:									
Land.....		x x x x	x x x x				x x x x		x x x x
Building.....		x x x x	x x x x				x x x x		x x x x
Total tax value.....									
Tax rate per thousand.....		x x x x	x x x x				x x x x		x x x x
Estimated population.....		x x x x	x x x x				x x x x		x x x x

rying charges and of reserves for vacancies and bad accounts and for depreciation and obsolescence. To determine the range of these operating costs the corporation sent out another questionnaire—in simplified form—to the realtors of the National Association of Real Estate Boards, requesting for a five-year period comparative yearly operating statements, based on dependable financial records, of the typical real properties classified in utilization as follows:—

- (a) Residences, average neighborhood.
- (b) Residences, modest neighborhood.
- (c) Flats, average neighborhood.
- (d) Flats, modest neighborhood.

The returns from this questionnaire have been insufficient numerically to warrant more than broad generalizations. It has not been possible to differentiate the typical operating costs of residences in average and modest neighborhoods. The operating costs of flats as reported differ mostly from the operating costs of residences in average and modest neighborhoods in the factors of service and vacancies.

From the evidence in hand, together with confirmatory expressions of opinion, the range of "fair" gross rental returns on residential properties, based on past, *not* present, experience, would appear to be somewhat as follows:—

Revenues and expenses in percentage on investment.

RESIDENCES.

Factors.	Low.	Median.	High.
Maintenance.....	0.8	1.4	2.5
Service.....	.3	.5	.6
Insurance.....	.1	.2	.3
Taxes and assessments.....	1.1	1.4	1.9
Vacancies and bad accounts.....	.5	.7	1.0
Depreciation and obsolescence ¹	3.0	3.0	4.0
Administration.....	.3	.5	.5
Total expense.....	6.1	7.7	10.8
Interest ¹	5.0	6.0	7.0
Gross rental, justified.....	11.1	13.7	17.8
Gross rental, obtained.....	7.5	9.2	11.0
Deficit on justified returns.....	3.6	4.5	6.8
Net earnings on investment.....	1.4	1.5	.2

APARTMENTS.

Maintenance.....	1.2	1.9	4.9
Service.....	.7	1.6	2.9
Insurance.....	.1	.2	.3
Taxes and assessments.....	1.1	1.5	2.0
Vacancies and bad accounts.....	.5	1.0	1.7
Depreciation and obsolescence ¹	3.0	3.5	4.5
Administration.....	.4	.5	.6
Total expense.....	7.0	10.2	16.9
Interest ¹	5.0	6.0	8.0
Gross rental, justified.....	12.0	16.2	24.9
Gross rental, obtained.....	9.1	11.5	14.5
Deficit on justified returns.....	2.9	4.7	10.4
Net earnings on investment.....	2.1	1.3	2.4

¹ Estimated and assumed.

Since the rental schedules of the Housing Corporation were of necessity fixed before the projects could be completed and long before it was possible to determine the market value of the individual properties comprising the projects, the gross rental factors actually realized on the approved sale value of the houses illuminate, if they do not fully support, the contention made by the corporation that its rental charges have been in fact "reasonable and just" to the tenant if not to the landlord.

Excluding apartments and hotels, the appraisals of which are necessarily based on rental income, and excluding the projects at Bremerton, Wash., Charleston, W. Va., Cradock, Va., Erie, Pa., Hammond, Ind., Indianhead, Md., Philadelphia, Pa., and Vallejo, Calif., the appraisals of which have either not been returned or remain unapproved, the gross rental factors on appraised or sale values have broadly worked out as follows:

HOUSES.

Project.	Appraised sale value.	Amount of gross rentals.	Per cent gross rentals.
Aberdeen, Md.	\$259,360	\$22,512	8.7
Alliance, Ohio	359,584	23,860	8.5
Bath, Me.	318,973	33,582	10.5
Bridgeport, Conn.	1,778,290	193,840	10.9
Davenport, Iowa	589,630	60,768	10.3
East Moline, Ill.	340,250	38,016	11.1
Moline, Ill.	336,180	36,120	10.7
New Brunswick, N. J.	737,502	68,712	9.3
New London, Conn.	524,075	54,072	10.3
Newport, R. I.	166,900	15,120	9.1
Niagara Falls, N. Y.	368,400	47,780	12.9
Niles, Ohio	218,196	19,200	8.8
Quincy, Mass.	1,482,000	147,742	9.9
Rock Island, Ill.	567,280	66,504	11.7
Truxtun, Va.	468,650	53,520	11.4
Waterbury, Conn.	243,815	20,544	8.4
Watertown, N. Y.	318,600	31,380	9.85
Total	9,076,684	928,272	10.2

It is evident, therefore, that the Housing Corporation has been receiving a gross return for its properties which is less than that deemed necessary for the recovery of capital with reasonable profit. In so doing, however, it has acted in a manner which is consistent with the prevailing practice of owners of real property who fail to make allowance for depreciation or obsolescence.

NUMBER OF PROPERTIES OPERATED.

The Housing Corporation is charged² with the management of houses and apartments for 5,995 families, of which 2,333 families are living in new one-family detached houses, 1,048 in semidetached houses, 1,482 in row houses, and 574 in two-family houses. As a rule these properties are 4, 5, or 6 room houses, the largest number being of the latter size, but there are a

² See table, p. 284. This table is for Dec. 31, 1919.

few units of 3 rooms and some of 7 and 8 rooms. There are 501 families living in new two or three story apartment houses of from 6 to 45 families per building. Most of the apartments have 4 rooms; the largest have 5 rooms.

These figures include a few old buildings on purchased properties. Schools, stores, sewerage plants, heating plants, restaurants, men's clubs, and other attendant community facilities come under the supervision of the Operating Division of this corporation. In addition to the above, dormitory accommodations were provided, exclusive of the Washington Navy Yard project, for at least 1,468 persons, and hotel accommodations, exclusive of the Washington Government hotels, for more than 599 (see p. 285).

MANAGEMENT.

To handle these properties there has been established, in addition to the central office at Washington, a field office at each of the housing developments, and in this office is placed an operating representative with such staff as may be necessary. Detailed records of these properties are kept, copies of which are sent at specified intervals to the Washington office.

The housing developments were first reserved for the use of the employees of Government plants and war industries, but where it was found impossible to fill the houses from these groups the houses were thrown open to the general public. In case the war had continued over into the year 1919 these houses and many more would have been required to shelter essential workers on Government contracts. In view, however, of the armistice, and particularly of Germany's signature to the treaty of peace, it became safe to open these houses to the public and thus protect the Federal investment. In many of the estates it has been comparatively easy to rent the properties as soon as they were completed. At Cradock less than half of the houses were taken up by navy-yard employees, but within a few hours of the time that the houses were open to the public 360 were rented, although at prices which the navy-yard workers had protested were too high. At Erie and Bridgeport, where immense war contracts in a large number of plants were speedily curtailed or canceled, certain plants have been slow in opening up new peace-time industries, and, therefore, properties have been somewhat slower to rent. In general, however, the properties of the Housing Corporation were so much more desirable than the properties built by other agencies that they have been among the first to rent and the percentage of vacancies is relatively low.

The character and the credit of all applicants are carefully investigated. As a result there have been virtually no losses on Housing Corporation prop-

erties from arrears in rent or bad debts. Repairs on some of the properties though new will be necessary because war conditions forced the use of inferior materials in certain developments. The War Industries Board,¹ in order to save metal and other materials for more direct war purposes required the use of many substitutes which were less durable or less well adapted to the purpose. To save transportation deliveries for the same reason it was often necessary to use local materials, though inferior, rather than more durable materials from a distance. In general, the cost of small repairs due to carelessness of tenants has been kept down, first, by care in the selection of tenants, second, by the terms of the lease, and third, by inducing in the tenants a sense of corporate responsibility and community pride in the estate.

PROVISION FOR WELFARE OF TENANTS.

The welfare of the tenants is provided for primarily in the skillful planning of the estates and of the houses, which are in general simple, convenient, and attractive. In some of the larger estates school buildings which can also be used for citizens' meetings or as community centers had to be constructed. In a few instances also playgrounds or other open spaces have been provided for the use of the children. The care which is exercised in the choice of tenant is a means of protection of all residents in the community. Fire protection is provided either through cooperation with the neighboring city or through special provision within the community. The operating representatives are in general resourceful men who can advise and help the tenant upon request, and who can in a variety of ways promote community welfare. In some cases, notably Truxtun (a colored community), this has become a very important branch of the work of the operating representatives.

Where single labor is housed it has been necessary to make provision for common rooms, to provide cafeterias, or restaurants, and in one or two cases for organization of the residents and for club-room facilities. The health, welfare, and productivity of the unmarried worker are so intimately bound up with his or her use of leisure time that it was generally recognized to be good business to make provision of this character. Thus at Quincy there was provided in addition to the men's dormitories a common clubhouse of temporary construction and a cafeteria (the latter was at first operated by this corporation, but was subsequently rented to a private firm). Similar consideration, though less detailed, was given to the needs of single workers at Bremerton, Wash.; Kittery Point, Me. (in remodeled hotels); and at Vallejo, Calif.

¹ See pp. 194 and 197-9.

GOVERNMENT HOTELS, WASHINGTON, D. C.

The demands of the Government departments for clerical service during the war caused a very serious congestion of the private residences of the city. The condition became so serious that governmental construction of hotels for the accommodation of such war workers was imperative. Several sites were selected and construction had begun on three such sites before the armistice. When the projects were curtailed one of these sites was abandoned but construction was continued on the Plaza and Capitol sites and hotels were constructed to accommodate approximately 1,800 women clerks in Government service.

The buildings provide both single and double rooms, which are rented at the uniform price of \$45 per month with two good, wholesome meals per day. Common rooms are provided for social purposes in each of the 12 U-shaped buildings which were constructed, and in addition there are two large dining rooms and over one of these a large hall which can be used for lectures, dances, and theatricals. These buildings have been put in charge of women managers who combine business training and executive experience and thoroughly understand the moral responsibility involved in looking after the interests of 1,800 young women. It has been possible through skillful management to provide for the physical and general welfare of the residents on the above terms and yet to make approximately \$4,000 monthly above operating expenses, which provides an adequate reserve for replacements.

THE SALE OF THE PROPERTIES.

The sundry civil bill in July, 1919, directed that "all property shall be sold at its fair market value as soon as can be advantageously done, and a reasonable effort shall be made to sell the houses direct to prospective individual home owners for their own occupancy before they are offered for sale in bulk or to speculative investors," and that "the United States Housing Corporation * * * shall round up its affairs and dissolve as soon as it has disposed of said property and performed the duties and obligations herein set forth."

APPRAISAL.

Upon receiving these instructions from Congress steps were taken to ascertain the actual values of each individual house in each of the projects. A committee of appraisal, known as the board of survey, was therefore appointed for each of the project cities. It had as its chairman a competent and experienced real-estate man of standing and reputation. The man appointed was not a resident of the project city, but

was chosen because of his knowledge of the general conditions in the district within which the project was located. He was asked to nominate four other men for service on the board of survey, one of these men representing the contractors or builders and familiar with the cost of construction and sales value of new properties in that locality, one a civil engineer familiar with the cost and value of the various utilities which were provided within the estate, such as water, gas, sewers, pavements, etc. The other two men were chosen to represent the laboring element and tenant interests of that community and have generally been men of prominence and influence within their respective fields.

The boards of survey were instructed to appraise the improved and unimproved properties listed within a given community. They were provided by the Housing Corporation with books describing in detail the structure of each house and utilities furnished, together with such other information as was essential to the board. They were then requested to examine each parcel separately and fix a fair market value for it.

The cost of residential housing is undoubtedly 70 per cent higher in 1919 than in 1913, yet appraisals have been based necessarily not on reproduction cost, but on community opinion that still rests largely as a matter of course on pre-war prices and conditions.

Appraisals by November, 1919, have been completed at Alliance, Ohio; Bath, Me.; Bremerton, Wash.; at two of the projects at Bridgeport, Conn.; New Brunswick, N. J.; Newport, R. I.; Niagara Falls, N. Y.; Niles, Ohio; Pompton Lakes, N. J.; Rock Island, Moline, and East Moline, Ill.; Davenport, Iowa; and Vallejo, Calif. The appraisals of these projects which have been approved by the Housing Corporation have fixed their value at from 52 to 73 per cent of their cost. (See p. 172.)

METHOD OF SALE.

After they are appraised the houses are offered to the tenants. The original plan was to sell at the rate of 10 per cent down and 1 per cent per month of the purchase price. The experience of the selling representatives in various projects has shown, however, that it is very difficult if not actually impossible for many of the families to purchase homes in so brief a period of amortization. Although the initial payment has been kept at 10 per cent of the appraised value of the house, the monthly payments have in some cases been reduced to 1 per cent of the unpaid balance on the price of the house, thus lengthening the period of amortization. Thus a purchaser of a \$4,000 house would pay \$400 down and \$36, not \$40, per month, this latter payment covering both interest on the

unpaid balance and amortization. By this arrangement the buyer will own his home free of mortgage in about twelve years.

Title is given to the buyer immediately upon payment of 10 per cent of the appraised value of the property. The United States Housing Corporation takes back a mortgage on the property, which is of the same form as that which is customary in building and loan associations. The buyer, therefore, immediately assumes the cost of taxes, insurance, and upkeep and relieves the Government of these costs. This early transfer of title is advantageous also to the communities in which the properties are located, for while the property is in the hands of the Federal Government it is tax exempt.

COST OF MANAGEMENT.

In the handling of its properties the Government has in the latter part of 1919 conducted its rental business at a cost of 6.3 per cent of the total rentals received. This figure is, however, exclusive of the overhead of the Washington office. In conducting the sale of its properties the fees to the board of survey and the cost of the services of selling representatives together amount to from 3 to 5 per cent of the appraised value, exclusive of Washington over-

head. The field expenses, therefore, actually run less than those earned in private undertakings. If, however, the overhead of the Government office is included in the cost either of construction or operation of properties, the expenses would run higher than those which are current in private business, due to the expensiveness of the elaborate routine in the purchase of materials, in the hiring and discharge of labor and office help, and particularly due to the necessity in the public interest of keeping abundant fiscal records and general records of operations, which no private builder would find it advantageous to keep. Government practice requires its records to be kept with many copies in elaborate detail and filed under various headings or distributed among various interested officials, so as to be accessible at short notice.

The cost of Government business is further increased by the entirely legitimate general interest in public undertakings. Requests by mail for information and frequent visits to the estates by persons interested in building houses absorbs a good deal of time on the part of Government representatives. It is hardly fair, however, to charge these latter costs against the management of the properties, as they constitute a legitimate extension of the educational function of the Government.

CHAPTER VII.

SALVAGE.

Magnitude of operations at time of armistice—Quick measures to stop construction—Policy with reference to curtailment of projects—Statistics of disposition of contracts—Sale of materials—Sale of furniture and equipment—Adjustment of claims—Total salvage.

Upon the signing of the armistice it became possible to make immediate and drastic reductions in war expenditures because of the improbability of a fresh outbreak of active warfare. Under these circumstances war contracts could be curtailed. Among the first of the expenditures which were indispensable to an active war program, but open to immediate reduction, were the expenditures for housing.

MAGNITUDE OF OPERATIONS AT TIME OF ARMISTICE.

One hundred million dollars had been appropriated for housing for war needs. Investigations and vacancy canvasses had been conducted in more than 100 cities, and plans had been drawn for 128 sites in 71 different communities. Sixty general construction contracts had been let, plans were ready for contract for 23 additional projects and were ordered or in preparation for 7 more. Construction work was already begun in some 40 projects.

When the armistice was signed, on November 11, 1918, the projects of the Housing Corporation were being developed at a remarkable rate of speed. Some \$30,000,000 worth of materials had already been ordered and purchases in the latter part of October amounted to nearly a million dollars worth a day. Some 2,000 carloads of materials were being delivered each week at the projects which were under way.

QUICK MEASURES TO STOP CONSTRUCTION MADE UNNECESSARY BY ARMISTICE.

The foremost responsibility of the Housing Corporation prior to the armistice had been the speedy provision of suitable housing, but on the day of the signing of the armistice its foremost responsibility was to salvage the largest possible fraction of the \$100,000,000 which had been appropriated for housing.

The first step was to stop the fabrication and shipment of vast quantities of materials which had been ordered. In the first week of the armistice some 5,000 telegraphic stop orders and explanatory letters had to be sent and replies noted and filed.

POLICY WITH REFERENCE TO CURTAILMENT OF PROJECTS.

Executive staff meetings were held in which the progress on each of the contracts was reviewed in or-

der to ascertain how far construction had proceeded and to what extent materials were on the ground or in transit. Careful analysis was made of the obligations of the Housing Corporation for each project. The probable value of the completed project after deduction of the cost of its completion was contrasted with the probable salvage to be secured from the sale of the unfinished project and of materials already purchased. No project was ordered completed unless it seemed clear to the members of the staff who were present at such meetings that more could be saved by completion of the project than by its abandonment.

In general the completion of projects would involve loss rather than saving in communities where only temporary housing was being provided. Projects of this character were therefore abandoned. Exceptions to this rule occurred in the city of Washington, where temporary hotels for women employees of the Federal Government and temporary dormitories for navy-yard employees were completed. The latter were finished upon urgent request of the Navy Department, which contemplated the continuance of its large scale operations at the Washington Navy Yard. As the Navy program was subsequently curtailed these dormitories were not needed when finished. This, a result of change in the Federal naval program, is the only instance where housing accommodations completed by the corporation have proved unnecessary.

The completion of the Government hotels for women war workers was justified by the urgent demand for suitable housing accommodations on the part of the women engaged in Government service. The seriousness of the housing conditions endured by Government clerks in Washington during the latter part of the year 1918 can be appreciated only after reading the testimony submitted before the House Committee on Buildings and Grounds in January, 1919. The demand for quarters in these buildings has subsequently proved the wisdom of the policy of continuing construction of these hotels, which it has been easy to fill and for which there is a long waiting list of applicants who have not been able to find suitable housing accommodations elsewhere at reasonable prices.

Orders had been placed for 2,600 ready-cut houses and 40 dormitories, for 10 temporary projects. These

were primarily for shell-loading plants and air-nitrate plants which had been established in remote communities where there would be no advantage in building houses of a permanent character. All projects for temporary or ready-cut houses were abandoned except those at Seven Pines, Va., where 100 houses had already been completed; at Pompton Lakes, N. J., where 15 houses were completed; and at Norfolk, Va., where 97 houses were completed.

For many projects permanent houses had been proposed, but with standardized plans and material. It was judged desirable to complete some or all of the permanent dwellings designed for the larger industrial communities in case it was quite certain there would be a demand for these houses after the community should be upon a peace-time basis, and provided also that the construction was already well begun. There was some uncertainty as to whether the war industries would be able to make a quick transition to the production of goods for a normal market and to continue to employ labor steadily at good wages. Yet the shortage of housing for industrial workers was so apparent in the cities where the Housing Corporation completed its projects that there has been little difficulty in renting and selling at good prices.

STATISTICS OF DISPOSITION OF CONTRACTS.

Altogether contracts to the amount of over \$29,000,000 had been canceled prior to June 30, 1919. Contracts amounting to over \$23,000,000 had been completed and contracts amounting to over \$11,000,000 were still proceeding. In the case of temporary housing projects at shell-loading plants there was no salvage value in completing the houses, for these plants were all located in remote communities and the houses in process of construction could, therefore, be used only by workers in the shell-loading plants. As the shell-loading contracts were among the first to be canceled such housing project contracts were also immediately canceled, thereby saving over \$700,000. These projects, which were located at Seven Pines, Va., Tullytown, Pa., and Woodbury, N. J., and which had cost approximately \$2,883,000, were thereupon turned over to the War Department, so that the Federal Government might economically dispose of this material in conjunction with the buildings erected by the War Department for the shell-loading plants.

Altogether over \$26,000,000 was saved on the amount of contracts (including essential additional work) by cancellation and reduction. Of the canceled contracts 9 were canceled without cost to the Federal Government, 24 were canceled at a cost ranging from \$611.75 for the smaller of the two contracts at Elizabeth, N. J., to \$1,000,000 for the larger of the

two contracts at Bethlehem, Pa. The cancellation of the Bethlehem project involved a very difficult decision because preparations for housing in this large housing project had been carried very far and building operations were already well begun. It was at first decided that construction at Bethlehem should proceed, but a more careful examination of the condition of the project led the executives of the Housing Corporation to the conclusion that the Federal Government would lose less by cancellation. It was deemed that the cancellation of the two contracts together, which amounted to a virtual loss of \$1,691,000, would involve less loss than would be involved in the completion of this \$6,000,000 project or any part thereof.

SALE OF MATERIALS.

Immediately upon the signing of the armistice a sales branch was established in the Construction Division. It was the function of this branch to arrange for the disposal of materials purchased for abandoned projects and of surplus materials on curtailed projects. A considerable proportion of the transactions of this branch at first consisted in the transfer of materials from abandoned or curtailed projects to active projects wherever it was to the interest of the Housing Corporation to make such transfer. Altogether transfers to the amount of \$501,234.21 were made in this manner. Up to June 30, 1919, materials had been sold to the extent of \$793,085.01. On this liquidation of surplus materials which amounted to \$1,294,319.22 there was a net loss of \$341,840.65, or of only 21.2 per cent. On June 30 there still remained material to the value of \$913,071 to be disposed of, of which nearly one-half was already in process of sale and delivery.¹

SALE OF FURNITURE AND EQUIPMENT.

The sale of furniture and equipment was at first handled by the Operating Division. Orders for equipment for abandoned projects were canceled by telegraphic stop orders immediately after the signing of the armistice. Furniture which was en route or which had already been received at the project was transferred where advisable to continuing projects. Altogether, transfers of equipment were made to the extent of \$108,554.82. Much of this merchandise was sold by competitive bid at public auction. By June 30, 1919, furniture and equipment costing the corporation \$427,989.51 had been sold for \$277,675.21, or 65 per cent of cost. Unsold equipment to the value of \$188,112.28 remained to be disposed of on June 30, 1919.²

¹ For detailed figures on sales and minor qualifications of the above statement see Appendix XXIII on sales and adjustments, particularly table entitled "Statistics of sales by projects as of June 30, 1919".

² For details see Appendix XXIII, pp. 384 and 385.

ADJUSTMENT OF CLAIMS.

The drastic reduction of orders and contracts inevitably involved claims for damages on the part of vendors of goods or services. Altogether 352 such claims have been submitted to the Housing Corporation and referred to the Committee on Adjustments.¹ The basis of the claim and the value of goods received or services rendered were analyzed with great care. Claims ranging in size by projects from 1 claim at Ilion, N. Y., for \$97.26 to a group of 12 claims for the combined projects of Pompton Lakes, N. J., and Port Penn, Del., amounting to \$436,324.13 were referred to the Adjustment Committee. These latter claims were adjusted for the sum of \$270,426.83. Altogether the 352 claims amounting to \$5,572,952.40 were settled for \$4,096,204.10, or a net reduction of 26½ per cent. The amount of this reduction was made possible only by the most careful examination into all claims and by the earnest effort of the committee to protect to the utmost degree the funds of the Federal Government and to give no more than fair compensation to each claimant. Careful scrutiny of each of these adjustments by the executive committee of the Housing Corporation insured the observance of this principle.

TOTAL SALVAGE.

By virtue of the above policy of salvage, which was confirmed in substance by the House Committee on Buildings and Grounds in January, 1919, and by the House Committee on Appropriations in the act of Congress for sundry civil expenses approved July 19, 1919, the United States Housing Corporation has already been able to return to the Federal Treasury \$32,500,000 out of the \$100,000,000 originally appropriated. It was possible through careful management to return this large sum even after deducting all the war losses on account of excess cost of construction, the abandonment of uncompleted projects, the essential costs of overhead for all investigations, negotiations, and operations of all divisions of the corporation throughout the country, and the costs of the

Homes Registration Service, which had provided housing directly for over 70,000 persons in 88 communities, and of the Requirements Division, which had promoted the construction of 13,552 houses by private enterprise. It is estimated furthermore that the net salvage will ultimately amount to \$72,995,000, distributed as follows:

Completed houses and real estate.....	\$27, 436, 000
Loans to transportation companies.....	6, 307, 000
Transportation property owned.....	152, 000
Loans to municipalities and utility companies....	1, 600, 000
Salvaged furniture and building material.....	2, 800, 000
Cash to be returned to the United States Treasury	2, 200, 000
	<hr/>
	40, 495, 000
Cash returned to the United States Treasury.....	32, 500, 000
	<hr/>
Total amount finally to be returned to United States Treasury	72, 995, 000

Pending the sale of the finished projects the Housing Corporation has rented its houses almost as soon as they were completed. Already 93 per cent of these properties are rented, bringing in an income to the Government at an annual rate of over \$2,000,000. The Government hotels in Washington are also completely rented and have a waiting list of over 1,000 applicants.

In conformity with the act of Congress for sundry civil expenses approved July 19, 1919, the Housing Corporation is now engaged in selling such property as remains undisposed of and is concluding its contracts and other obligations, collecting the principal and interest on loans made and is taking such other steps as are necessary to protect the interests of the Government and to fulfill obligations already incurred in exercising the powers granted under this act. By December 31, 1919, appraisals had already been made at most of the finished projects and the plan for disposition of the properties was practically perfected. The details of these operations will, however, be covered in the reports of the Housing Corporation to be submitted on December 31, 1919, and on June 30, 1920, in accordance with the above act.

¹ See p. 386.



BRIDGEPORT, CONN.
(Black Rock Tract.)

Apartment House—Three, four, and five room flats.

(See Vol. II, p. 136.)

K-10 K-8 K-11

H-6 H-6



BRIDGEPORT, CONN.

(Above): Types K-8 and K-10, Four-room Houses, combined with Type K-11, Five-room House.
Two combined of Type H-6, House of Two Four-room Flats.

(Below): Rear of Apartment Houses, Black Rock Tract.

(See Vol. II, pp. 135-136.)

APPENDIX I.

HOUSING ACTS.

Public—No. 149, Sixty-fifth Congress, H. R. 10265: An act to authorize the President to provide housing for war needs.
Public—No. 164, Sixty-fifth Congress, H. R. 12280: An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes.
Public—No. 191, Sixty-fifth Congress, H. R. 12600: An act making appropriations to supply deficiencies in appropriations for the fiscal year ending June 30, 1918, and prior fiscal years, on account of war expenses, and for other purposes.
Public—No. 5, Sixty-sixth Congress, H. R. 3478: An act making appropriations to supply deficiencies in appropriations for the fiscal year ending June 30, 1919, and prior fiscal years, and for other purposes.
Public—No. 21, Sixty-sixth Congress, H. R. 7343: An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1920, and for other purposes.

[PUBLIC—NO. 149—65TH CONGRESS.]

[H. R. 10265.]

[An act to authorize the President to provide housing for war needs.]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the President, for the purposes of providing housing, local transportation, and other general community utilities for such industrial workers as are engaged in arsenals and navy yards of the United States and in industries connected with and essential to the national defense, and their families, and also employees of the United States whose duties require them to reside in the District of Columbia, and whose services are essential to war needs, and their families, only during the continuation of the existing war, is hereby authorized and empowered, within the limits of the amounts herein authorized—

(a) To purchase, acquire by lease, construct, requisition, or acquire by condemnation or by gift such houses, buildings, furnishings, improvements, local transportation, and other general community utilities and parts thereof as he may determine to be necessary for the proper conduct of the existing war.

(b) To purchase, lease, requisition, or acquire by condemnation or by gift any improved or unimproved land, or any right, title, or interest therein on which such houses, buildings, improvements, local transportation, and other general community utilities and parts thereof have been or may be constructed: *Provided*, That colleges, museums, libraries, State or municipal buildings, and the furnishings in private dwellings shall not be acquired except by contract, nor shall any occupied dwelling or place of abode be taken under the powers in this Act given except by contract unless the necessity thereof shall be determined by a judge of the circuit or district court of the United States exercising jurisdiction in the locality on petition setting forth the reason and necessity for such taking; the hearing on such petition shall be upon notice to the owner and occupant of such dwelling, and the determination of such judge shall be final, but in no event shall any occupied private dwelling house be taken except by contract unless such dwelling be upon lands desired for the construction of a Government structure: *Provided further*, That no existing limitation upon the right of any person to make a contract with the United States shall apply to owners whose property the President determines is necessary for Government purposes and desires to either lease or purchase by contract under this or any other act authorizing the President to acquire property by lease or purchase.

(c) To equip, manage, maintain, alter, rent, lease, exchange, sell and convey such lands, or any right, title, or interest therein,

houses, buildings, improvements, local transportation and other general community utilities, parts thereof, and equipment upon such terms and conditions as he may determine: *Provided*, That no sale and conveyance shall be made hereunder on credit without reserving a first lien on such property for the unpaid purchase money: *Provided further*, That in no case shall any property hereby acquired be given away, nor shall rents be furnished free, but the rental charges shall be reasonable and just as between the employees and the Government.

(d) To aid in providing, equipping, managing, and maintaining houses, buildings, improvements, local transportation and other general community utilities by loan or otherwise to such person or persons and upon such terms and conditions as he may determine: *Provided*, That no loan shall be made at a less rate of interest than 5 per cent per annum, and such loan shall be properly secured by lien, mortgage, or otherwise: *And provided further*, That no loan shall be made and no house or money given under this Act to any person not an American citizen.

(e) To take possession of, alter, repair, improve, and suitably arrange for living purposes to be used under the terms of this Act all houses on square 633, except the Maltby Building, owned by the United States, together with any other houses in the District of Columbia owned by the Government and not now occupied. The President shall, in the construction of buildings in the District of Columbia, make use of any lands owned by the Government of the United States deemed by him to be suitable for the purpose and which have not heretofore been dedicated by act of Congress for specific buildings.

The President may exercise any power or discretion herein granted, and may enter into any arrangement or contract incidental thereto, through such agency or agencies as he may create or designate: *Provided*, That houses erected by the Government under the authority of this Act shall be of only a temporary character except where the interests of the Government will be best subserved by the erection of buildings of a permanent character: *Provided further*, That whenever it is practicable to use any part of the office or field force of the Office of the Supervising Architect of the Treasury Department in or about any of the work contemplated by this act, the President shall do so.

SEC. 2. That whenever the President shall purchase, lease, requisition, or acquire by condemnation or by gift such land or right, title, or interest therein, or such houses, buildings, furnishings, improvements, local transportation and other general community utilities, and parts thereof, he shall make just compensation therefor, to be determined by him, and if the amount thereof so deter-

mined is unsatisfactory to the person entitled to receive the same, such person shall be paid 75 per cent of the amount so determined and shall be entitled to sue the United States to recover such further sum as, added to such 75 per cent, will make up such amount as will be just compensation therefor in the manner provided for by section 24, paragraph 20, and section 145 of the Judicial Code.

SEC. 3. That upon the requisition of or the filing of a petition for the condemnation hereunder of such land, or any right, title, or interest therein, or such houses, buildings, furnishings, improvements, local transportation, and other general community utilities, and parts thereof, immediate possession thereof may be taken to the extent of the interest to be acquired and the same may be occupied, occupant being given 10 days' notice in which to vacate, and used, and the provisions of section 355 of the Revised Statutes, providing that no public money shall be expended upon such land until the written opinion of the Attorney General shall be had in favor of the validity of the title, nor until the consent of the legislature of the State in which the land is located has been given, shall be, and the same are hereby, suspended as to all real estate acquired hereunder.

SEC. 4. That the word "person" used herein shall include any person, trustee, firm, or corporation.

SEC. 5. That the power and authority granted herein shall cease with the termination of the present war, except the power and authority to care for, sell, or rent such property as remains undisposed of and to conclude and execute contracts for the sale of property made during the war. Such property shall be sold as soon after the conclusion of the war as it can be advantageously done: *Provided*, That before any sale is consummated the same must be authorized by Congress.

SEC. 6. That at the beginning of each session of Congress the President shall make to Congress a full and detailed report covering all of the transactions with relation to the subject matter of this Act, describing each parcel of land purchased, leased, or otherwise acquired, the improvements made thereon, together with the amount of money spent in connection therewith and the disposition of the same; descriptions of all parcels of property sold, to whom, the terms of sale, and the status of the title at the time of the making of such report; description of each piece of property purchased under the terms of this Act and still owned by the Government and the estimated value; a list showing the names of all persons who have been employed in any capacity to aid in carrying out the provisions of this Act, the service rendered by each and the amount of compensation, including fees, commissions, allowances, and traveling expenses paid to each, and a full, detailed, itemized statement showing each and every transaction in the execution of the trust herein created, and immediately after the declaration of peace the President shall make a final report to Congress covering in detail all the operations and transactions, under and by virtue of the terms of this act.

SEC. 7. That no work to be done or contract to be made under or by authority of any provision of this Act shall be done or made on or under a percentage or cost-plus percentage basis, nor shall any contract be let until at least three responsible competing contractors shall have been notified and considered in connection with such contract, and all contracts to be awarded to the lowest responsible bidder, the Government reserving the right to reject any and all bids.

SEC. 8. That for carrying out the provisions of this Act and for the administration thereof the sum of \$60,000,000, or so much thereof as may be necessary, is hereby authorized: *Provided*, That \$10,000,000, or so much thereof as may be necessary, of the amount hereby authorized shall be used only to build or acquire, as herein provided, housing accommodations within the District of Columbia

for such Government employees as can not be used as advantageously in other cities in the service of the Government, of which the sum of \$75,000, or so much thereof as shall be necessary therefor, shall be used by the Superintendent of the United States Capitol Buildings and Grounds to convert the building known as the Maltby Building into an apartment house or for office purposes: *Provided further*, That the expenditure in the District of Columbia shall be made with a view to caring for the alley population of the District when the war is over, so far as it can be done without interfering with war housing purposes.

Approved, May 16, 1918.

[PUBLIC—No. 164—65TH CONGRESS.]

[H. R. 12280.]

[An Act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes.]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes, namely:

EXECUTIVE.

HOUSING FOR WAR NEEDS.

For carrying out the provisions of the Act entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, including rental of offices in the District of Columbia, contingent and miscellaneous expenses, printing and binding, and personal services in the District of Columbia and elsewhere, \$60,000,000, to continue available during the fiscal year 1919.

Section 7 of the Act entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, is amended to read as follows:

"SEC. 7. That no work to be done or contract to be made under or by authority of any provision of this Act shall be done or made on or under a percentage or cost-plus percentage basis, nor shall any contract be let involving more than \$1,000 until at least three responsible competing contractors shall have been notified and considered in connection with such contract, and all contracts to be awarded to the lowest responsible bidder, the Government reserving the right to reject any and all bids."

The President, if in his judgment such action is deemed necessary or advantageous, may authorize the creation of a corporation or corporations for the purpose of carrying out the Act entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, such corporation or corporations to have or obtain all powers necessary or appropriate therefor. The total capital stock of the corporation or corporations authorized hereunder shall not exceed \$60,000,000: *Provided*, That where such corporation or corporations are created by authority of the President, representatives appointed by the President, or by such agency as he may designate to carry out the purposes of the said Act, shall subscribe to, own, and vote the capital stock thereof for and on behalf of the United States, and shall do all other things in regard thereto necessary to protect the interests of the United States and to carry out the provisions of the said Act: *Provided further*, That section 605 of the Code of the District of Columbia prohibiting a corporation from buying, selling or dealing in real estate shall not apply to such corporation or corporations so created or designated, with respect to buying, selling or dealing in real estate in furtherance of the provisions of the said Act: *Provided further*,

That the Act entitled "An Act to amend section 552 of the Code of Laws for the District of Columbia, relating to incorporations," approved February 4, 1905, shall not apply to any corporation or corporations created under the authority contained in this paragraph.

All moneys received by the United States in carrying out the Act entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, may be used as a revolving fund until June 30, 1919, for further carrying out the purposes of the said Act.

* * * * *

Approved, June 4, 1918.

[PUBLIC—No. 191—65TH CONGRESS.]

[H. R. 12600.]

[An Act making appropriations to supply deficiencies in appropriations for the fiscal year ending June 30, 1918, and prior fiscal years, on account of war expenses, and for other purposes.]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, to supply deficiencies in appropriations for the fiscal year ending June 30, 1918, and prior fiscal years, on account of war expenses, and for other purposes, namely:

EXECUTIVE.

HOUSING FOR WAR NEEDS.

The authorization fixed by section 8 of the Act entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, is increased from \$60,000,000 to \$100,000,000, and there is appropriated for the purposes thereof, including rental of offices in the District of Columbia, contingent and miscellaneous expenses, printing and binding, and personal services in the District of Columbia and elsewhere, \$40,000,000, to be expended in accordance with the authority and under the conditions prescribed in the said Act as amended by the Deficiency Appropriation act approved June 4, 1918, and to continue available during the fiscal year 1919.

Authority is granted to make the necessary connections and to supply current from the Capitol Power Plant to the Union Station group of temporary housing. Payment for current shall be at the rates determined by the Superintendent of the Capitol Building and Grounds and the proceeds therefrom shall be credited to the proper appropriations for the Capitol Power Plant and be available for the purposes of such appropriations during the fiscal year 1919.

* * * * *

Approved, July 8, 1918.

[PUBLIC—No. 5—66TH CONGRESS.]

[H. R. 3478.]

[An Act making appropriations to supply deficiencies in appropriations for the fiscal year ending June 30, 1919, and prior fiscal years, and for other purposes.]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, to supply deficiencies in appropriations for the fiscal year ending June 30, 1919, and prior fiscal years, and for other purposes, namely:

DEPARTMENT OF LABOR.

HOUSING FOR WAR NEEDS.

The sum of \$32,500,000 of the unexpended balance of the appropriations heretofore made for carrying out the provisions of the act

entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, shall be covered into the Treasury immediately upon the passage of this act: *Provided,* That all revenues on hand June 30, 1919, and all revenues derived thereafter from the exercise of the authority contained in the act entitled "An Act to authorize the President to provide housing for war needs," approved May 16, 1918, as amended by the Deficiency Appropriation Act approved June 4, 1918, including revenues from rentals, the operation of properties, the disposal of properties, the repayments of loans, and the interest on loans, shall be covered into the Treasury of the United States as miscellaneous receipts. And the proper authority shall submit to Congress detailed estimates of appropriations for the fiscal year ending June 30, 1920, and for each fiscal year thereafter so long as the said Act remains in effect, for personal services and all other expenses required in the District of Columbia and elsewhere to provide for the care, rental, maintenance and operation of properties as authorized by law.

* * * * *

Approved, July 11, 1919.

[PUBLIC—No. 21—66TH CONGRESS.]

[H. R. 7343.]

[An act making appropriations for sundry civil expenses of the Government for the fiscal year ending June 30, 1920, and for other purposes.]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, for the fiscal year ending June 30, 1920, namely:

DEPARTMENT OF LABOR.

UNITED STATES HOUSING CORPORATION.

Salaries: For officers, attorneys, clerks, and other employees in the District of Columbia necessary to carry out the provisions of the acts of May 16, 1918 (Public No. 149, 65th Congress), and of June 4, 1918 (Public No. 164, 65th Congress), \$250,000;

Contingent expenses: For contingent and miscellaneous expenses of the offices at Washington, D. C., including purchase of blank books, maps, stationery, file cases, towels, ice, brooms, and soap; maintenance, repair, and operation of motor-propelled passenger-carrying vehicles to be used only for official purposes; freight and express charges; telegraph and telephone service; printing and binding; and all other miscellaneous items and necessary expenses not included in the foregoing, and necessary to collect loans made to corporations and associations, \$60,000;

Rent: For buildings and part of buildings in the District of Columbia for the use of the Bureau of Industrial Housing and Transportation, \$22,000;

For dwellings commandeered under the act of May 16, 1918, (Public No. 149, 65th Congress), \$24,620;

In all, rent, \$46,620.

Valuation of property: For compensation and expenses of independent expert boards to appraise the buildings and lands owned by the corporation for the purpose of establishing a basis for rental rates and for fixing sales basis, \$75,000;

Operation of projects: To manage, maintain, alter, rent, lease lands, houses, buildings, improvements, local transportation, and other general community utilities, including the maintenance and operation of hotels owned by or leased to the United States or the United States Housing Corporation, and commandeered by the United States, as provided by the acts of May 16, 1918 (Public No. 149, 65th Congress), and June 4, 1918 (Public No. 164, 65th Congress), including the cost of premiums on fire insurance policies, fidelity bonds, public and employers' liabilities as follows:

HOUSES.

Aberdeen, Md., \$5,000;
 Alliance, Ohio, \$6,500;
 Bath, Me., \$7,500;
 Bremerton, Wash., \$24,000;
 Bridgeport, Conn. (site 4—Crane tract), \$19,000;
 Bridgeport, Conn. (site 5—Mill Green), \$19,000;
 Bridgeport, Conn. (site 12—Grassmere), \$8,000;
 Charleston, W. Va., \$8,000;
 Erie, Pa. (east tract), \$4,500;
 Erie, Pa. (west tract), \$18,500;
 Hammond, Ind., \$13,000;
 Indian Head, Md., \$8,000;
 New Brunswick, N. J., \$17,000;
 New London, Conn., \$8,000;
 Groton, Conn., \$1,750;
 Newport, R. I., \$3,750;
 Niagara Falls, N. Y., \$13,000;
 Niles, Ohio, \$5,750;
 Philadelphia, Pa., \$44,000;
 Portsmouth, Va., District: Cradock, \$47,000; Truxtun, \$12,500;
 Pompton Lakes, N. J., \$1,000;
 Quincy, Mass., \$36,000;
 Rock Island District: Davenport, Iowa, \$15,000; Moline, Ill., \$9,000; East Moline, Ill., \$8,000; Rock Island, Ill., \$16,500;
 Vallejo, Calif. (Mare Island), \$21,000;
 Washington, D. C., Navy Yard, \$1,000;
 Waterbury, Conn., \$4,000;
 Watertown, N. Y., \$7,000;
 In all, houses, \$412,250.

HOTELS.

Bremerton, Wash., \$165,000.
 Kittery Point, Me., \$74,000.
 Washington, D. C., Government Hotel for Government workers; to manage—including personal service—maintain, alter, rent, lease houses, buildings, and improvements owned by the United States and /or the United States Housing Corporation and to operate and maintain restaurants therein, as provided by the Acts of May 16, 1918 (Public Numbered 149, Sixty-fifth Congress), and June 4, 1918 (Public Numbered 164, Sixty-fifth Congress), including the cost of selling the same or, and part thereof; premiums on fire-insurance policies, fidelity bonds, public and employers' liability, \$700,000; in all, hotels, \$939,000.

RESTAURANTS.

Quincy, Mass., \$2,500;
 Vallejo, Calif. (Mare Island), \$110,000; in all, restaurants, \$112,500.

APARTMENTS.

Bremerton, Wash., \$6,000;
 Bridgeport, Conn. (site one, Black Rock), \$33,000;
 Bridgeport, Conn. (site 14, Connecticut Avenue), \$15,000;
 Erie, Pa. (West tract), \$1,000;
 Portsmouth, Va., District: Cradock, \$6,000;
 Washington, D. C., Navy Yard, \$600;
 In all, apartments, \$61,600.

DORMITORIES.

Indian Head, Md., \$6,000;
 Quincy, Mass., \$74,000;

Vallejo, Calif. (Mare Island), \$28,000;
 Washington, D. C.: Navy Yard, \$4,000;
 In all, dormitories, \$112,000.

In all, \$2,068,970: *Provided*, That no part of the appropriations heretofore made and available for expenditure by the United States Housing Corporation shall be expended for the purposes for which appropriations are made herein.

Section 5 of the Act Entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, is hereby amended to read as follows:

"Sec. 5. That the power and authority granted herein shall cease with the termination of the present war as formerly proclaimed by the President, except the power and authority to care for, rent, operate, and sell such property as remains undisposed of; to conclude and execute contracts or other obligations made or incurred during the war or in carrying out the provisions of this section; to collect the principal and interest of loans made or other sums due under obligations entered into under this Act; and to take such other steps as are necessary to protect the interests of the Government and to fulfill the obligations duly incurred in carrying out the powers granted by said Act. All property shall be sold at its fair market value as soon as can be advantageously done, and a reasonable effort shall be made to sell the houses direct to prospective individual home owners for their own occupancy before they are offered for sale in bulk or to speculative investors. Full power and authority is hereby given to sell and convey all such property remaining undisposed of after the termination of the present war. All deeds, contracts, or other instruments of conveyance executed by the United States Housing Corporation by its duly authorized officer or officers where the legal title to the property in question is in the name of said corporation, and by the United States of America by the Secretary of Labor where the title to the property in question is in the name of the United States of America, shall be conclusive evidence of the transfer of title to the property in question according to the purport of such deeds, contracts, or other instruments of conveyance, and in no case shall any purchaser or grantee thereunder be required to see to the application of any purchase money: *Provided, however*, That no sale or conveyance shall be made hereunder on credit without reserving a first lien on such property for the unpaid purchase money: *Provided further*, That in no case shall any such property be given away; nor shall rents be furnished free, but the rental charges shall be reasonable and just as between the tenants and the Government. The United States Housing Corporation (a corporation organized by authority of the President of the United States, pursuant to the provisions of an act approved May 16, 1918, entitled 'An act to authorize the President to provide housing for war needs,' and an act approved June 4, 1918, entitled 'An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses, and for other purposes') shall wind up its affairs and dissolve as soon as it has disposed of said property and performed the duties and obligations herein set forth: *Provided*, That the corporation shall report to Congress on December 31, 1919, and on June 30, 1920, all sales made and the amounts received therefrom together with a detailed statement of receipts and expenditures on account of the other activities authorized by law."

* * * * *
 Approved, July 19, 1919.

APPENDIX II.

CERTIFICATE OF INCORPORATION AND BY-LAWS OF THE UNITED STATES HOUSING CORPORATION.

We, the undersigned, all being of full age, at least two-thirds being citizens of the United States, and at least one of us a resident of the State of New York, desiring to form a stock corporation, pursuant to the provisions of the Business Corporations Law of the State of New York, do hereby make, sign, acknowledge, and file this certificate for that purpose, as follows:

First. The name of the proposed corporation is United States Housing Corporation.

Second. The purposes for which it is to be formed are to purchase, acquire by lease, construct, or acquire in any manner, houses, buildings, furnishings, improvements, local transportation, and other general community utilities and parts thereof; to purchase, lease, or acquire in any manner any improved or unimproved land, or any right, title, or interest therein, on which such houses, buildings, improvements, local transportation, and other general community utilities and parts thereof have been or may be constructed; to equip, manage, maintain, alter, rent, lease, exchange, sell, and convey such lands, or any right, title, or interest therein, houses, buildings, improvements, local transportation and other general community utilities, parts thereof and equipment; to aid in providing, equipping, managing, and maintaining, houses, buildings, improvements, local transportation, and other general community utilities, by loan or otherwise; to take possession of, alter, repair, improve, and suitably arrange for living purposes all houses, except the Maltby Building, on square 633 of the District of Columbia, owned by the United States, together with any other houses in the District of Columbia owned by the Government.

All of the acts, purposes, and powers enumerated above shall be exercised in furtherance of, in conformity with, and for carrying out the provisions of an Act of Congress approved May 16, 1918, entitled "An Act to authorize the President to provide housing for war needs," and of an Act of Congress, approved June 4, 1918, entitled "An Act making appropriations to supply additional urgent deficiencies for the fiscal year ending June 30, 1918, on account of war expenses, and for other purposes," subject, however, to all of the provisions of the Business Corporations Law of the State of New York.

Third. The number of shares that may be issued by the corporation is 1,000 shares without par value.

Fourth. The amount of capital with which the corporation will carry on business is \$5,000.

Fifth. Its principal business office is to be located in the Borough of Manhattan, in the city, county, and State of New York.

Sixth. Its duration is to be perpetual.

Seventh. The number of its directors is to be seven.¹

Eighth. The names and post office addresses of the directors for the first year are as follows:

Otto M. Eidlitz, 30 East Forty-Second Street, New York, N. Y.
Joseph D. Leland, 3d, 613 G Street NW., Washington D. C.
Burt L. Fenner, 613 G Street NW., Washington, D. C.
George G. Box, 613 G Street NW., Washington, D. C.
John W. Alvord, 613 G Street NW., Washington, D. C.

¹ Increased to nine by amendment of July 17, 1919.

Albert B. Kerr, 613 G Street NW., Washington, D. C.

William E. Shannon, 613 G Street NW., Washington, D. C.

Ninth. The names and post-office addresses of the subscribers to the certificate and a statement of the number of shares of stock which each agrees to take in the corporation are as follows:

Names.	Post-office addresses.	Number of shares.
William B. Wilson.....	Department of Labor, Washington, D. C.....	998
Otto M. Eidlitz.....	No. 30 East Forty-second Street, New York, N. Y.....	1
George G. Box.....	613 G Street NW., Washington, D. C.....	1
		1,000

Tenth. The directors need not be stockholders of the corporation. They may hold their meetings and have an office outside the State of New York. The corporation may issue and sell its authorized shares from time to time for such consideration as may from time to time be fixed by its board of directors. It may acquire, hold, and dispose of the stocks, bonds, and other evidences of indebtedness of any other corporation, domestic or foreign.

The board of directors, by an affirmative vote of the whole board, may appoint an executive committee of three of its members, which committee shall have and may exercise all the powers of such board during the intervals between the meetings of such board, which may be lawfully delegated, subject to such limitations as may be provided in the by-laws or by resolutions of the board.

In witness whereof we have made, signed, acknowledged, and filed this certificate in duplicate.

Dated this 5th day of July, 1918.

WILLIAM B. WILSON. [SEAL.]

OTTO M. EIDLITZ. [SEAL.]

GEORGE G. BOX. [SEAL.]

DISTRICT OF COLUMBIA, ss:

On this 5th day of July, 1918, before me, a commissioner of deeds for the State of New York, in and for the District of Columbia, residing at Washington, D. C., personally came William B. Wilson, to me personally known to be one of the persons described in and who executed the foregoing certificate and duly acknowledged to me that he had made, signed, and executed the same for the uses and purposes therein set forth.

[SEAL.]

ISAAC R. HITT,
Commissioner of Deeds for the State of New York in and for the District of Columbia, residing at Washington, D. C.

BY-LAWS OF THE UNITED STATES HOUSING CORPORATION.

ARTICLE I.—Offices.

SECTION 1. The principal office shall be in the borough of Manhattan, city, county, and State of New York, and together with the agent or agency in charge thereof shall be selected by the board of directors.

SEC. 2. The corporation may also have an office in the District of Columbia and at such other places as the board of directors may from time to time appoint or the business of the corporation may require.

ARTICLE II.—*Meeting of stockholders.*

SECTION 1. The annual meeting of the stockholders of this corporation shall be held at the principal office of the corporation on the second Monday in July of each and every year, at 12 o'clock noon, for the election of directors and such other business as may properly come before said meeting. Notice of the time, place, and object of such meeting shall be given by publication thereof at least once in each week for two successive weeks immediately preceding such meeting, in the manner required by the stock corporation law, section 25, and at least 10 days prior to such meeting by serving notice thereof personally or by mail. Service of notice by mail may be made by depositing the notice in a post office or a letter box in a post-paid sealed wrapper addressed to each stockholder at such address as appears on the books of the corporation, and such notice shall be deemed to be given at the time when the same shall be thus mailed.

SEC. 2. Special meetings of stockholders, other than those regulated by statute, may be called at any time by the president or by a majority of the directors. The president shall call such meetings whenever requested in writing so to do by stockholders owning a majority of the capital stock issued and outstanding. A notice of every special meeting, stating the time, place, and object thereof, shall be given at least three days before such meeting, either personally or by mail as aforesaid. Any business may be transacted at such meetings so called and held, including election of directors, in substitution for the then incumbents, although the latter's terms of office may not then have expired.

SEC. 3. At all stockholders' meetings, stockholders, owning at least a majority of the capital stock issued and outstanding, present in person, by attorney, or by proxy, shall be necessary and sufficient to constitute a quorum for the transaction of business, except as modified by the provisions of section 30 of the general corporation law, relative to the special election of directors. If, however, such majority shall not be present or represented at any meeting of the stockholders, the stockholders present in person or by proxy shall have power to adjourn the meeting from time to time, without notice other than announcement at the meeting, until the requisite amount of stock shall be present. At such adjourned meeting, at which the requisite stock shall be represented, any business may be transacted which might have been transacted at the meeting as originally called.

SEC. 4. At all meetings of stockholders only such persons shall be entitled to vote in person or by proxy as appear as stockholders upon the transfer books of the corporation 10 days immediately preceding such meeting.

SEC. 5. At the annual meetings of stockholders the following shall be the order of business, viz:

1. Calling the roll.
2. Proof of proper notice of meeting.
3. Report of president.
4. Report of treasurer.
5. Report of secretary.
6. Report of committees.
7. Election of directors.
8. New business.

SEC. 6. At all meetings of stockholders all questions, except such the manner of deciding which is specially regulated by statute, shall be determined by a majority vote of the stockholders present

in person or by proxy. Unless a stockholder present in person or by proxy shall demand a vote by ballot, all voting may be viva voce, except that the election of directors shall be by ballot.

SEC. 7. All meetings shall be presided over by the president. In the absence of the president, the vice president shall preside and shall have the powers herein conferred on the president.

SEC. 8. Two inspectors of election shall be elected at each annual meeting of stockholders to serve for one year, and if any inspector shall refuse to serve, or shall not be present, the meeting may appoint an inspector in his place. Inspectors for the first annual meeting of the stockholders shall be appointed by the board of directors at any time prior to said stockholders' meeting.

ARTICLE III.—*Directors.*

SECTION 1. The property business of the corporation shall be managed by its board of directors, seven in number. They shall be elected by the stockholders at the annual meeting of stockholders of the corporation to be held at the principal office. Each director shall be elected to serve for the term of one year and until his successor shall be elected and shall qualify unless sooner removed.

SEC. 2. At all times, at least one director shall be a resident of the State of New York.

SEC. 3. The stockholders shall have the right to remove any officer or director from office at any regular or special meeting of stockholders by a vote of a majority of the stock issued and outstanding: *Provided*, That the notices of such meeting shall have duly announced such contemplated action as part of the prospective business of the meeting.

SEC. 4. The directors need not be stockholders in the corporation.

SEC. 5. The directors may hold their meetings and have one or more offices and keep the books of the corporation, except the original or duplicate stock ledger, outside of the State of New York at the office of the corporation in the District of Columbia or at such other places as they may from time to time determine.

SEC. 6. In addition to the power and authorities by these by-laws and the certificate of incorporation expressly conferred upon them, the board of directors may exercise all such powers of the corporation and do all such lawful acts and things as are not by statute or by the certificate of incorporation or by these by-laws directed or required to be exercised or done by the stockholders.

ARTICLE IV.—*Meetings of the board of directors.*

SECTION 1. The newly elected board of directors may meet at such place and time as shall be fixed by the consent in writing of all the directors for the purposes of organization and otherwise, and no notice of such meeting shall be necessary in order legally to constitute the meeting: *Provided*, That a majority of the whole number of directors shall be present.

SEC. 2. Regular meetings of the board may be held without notice at such times and places as the board shall from time to time determine not inconsistent with the laws of the State of New York or these by-laws.

SEC. 3. At all meetings of the board a majority of the directors shall be necessary and sufficient to constitute a quorum for the transaction of business.

SEC. 4. Special meetings of the board shall be held whenever called by the president. Notice of such meetings shall be given by mailing the same to each director at his last known address at least two days before the meeting or by personal notice or by telegraphing the same to his last known address at least one day before such meeting.

SEC. 5. Directors shall not receive any compensation for their services as directors or members of committees.

ARTICLE V.—*Officers.*

SECTION 1. The board of directors at its first meeting after each annual meeting of stockholders shall choose from among their own number a president, who ex officio shall be the chairman of the board of directors, and a vice president, and at the same meeting they shall choose a secretary and a treasurer, who need not be members of the board. The board may appoint such other officers and agents as they may deem necessary, who shall have such authority and shall perform such duties as from time to time shall be prescribed by the board.

SEC. 2. The officers of the corporation shall, unless sooner removed, hold office for one year and until their successors are chosen and qualify in their stead.

SEC. 3. Any officer elected or appointed by the board may be removed, with or without cause, at any regular or special meeting of the board by a majority vote of the entire board.

SEC. 4. No officer of the corporation as such shall be entitled to any compensation for services rendered to the corporation unless such compensation shall have been determined by resolution of the board of directors or of the executive committee.

SEC. 5. In case of the absence of any officer of the corporation the board of directors may delegate the powers or duties of such officer to any other officer or to any director for so long as they shall determine.

ARTICLE VI.—*Executive committee.*

SECTION 1. The board of directors may create an executive committee of three directors, at least one of whom shall be a resident of the State of New York, which shall consist of the president (or in his absence, the vice president), who shall ex officio be a member and chairman thereof, and two other directors. During the intervals between meetings of the board of directors, this committee shall have and exercise all of the powers of the board of directors which may lawfully be delegated to it.

A majority of the committee shall constitute a quorum, but no action taken shall be valid unless the same has the affirmative vote of the chairman and at least one other member. The executive committee may hold its meetings at such times and places and upon such notice as the committee may from time to time determine.

ARTICLE VII.—*Powers and duties of officers.*

SECTION 1. The president shall preside at all meetings of the stockholders, executive committee, and the board of directors. He shall have the general oversight and management of the business property, affairs, and administration of the corporation and shall have power to employ and discharge all clerks, employees, and agents, determine their salaries, and prescribe and define their duties.

SEC. 2. The vice president shall, in the absence or incapacity of the president, perform the duties of that officer.

SEC. 3. The treasurer shall have the care and custody of all the funds and securities of the corporation; he shall sign all certificates for the issued capital stock of the corporation which shall also be signed by the president; he shall sign all checks, drafts, notes, and orders for the payment of money, which shall be countersigned by such officer as the president shall appoint, and he shall pay out and dispose of the same under the direction of the president and board of directors; he shall at all reasonable times exhibit his books and accounts to any director or stockholder of the corporation upon application at the office of the corporation during business hours; he shall give the corporation a bond in a sum to be fixed by the board of directors or the executive committee and with one or more sureties satisfactory to the board for the faithful perform-

ance of the duties of his office and for the restoration to the corporation in case of his death, resignation, retirement, or removal from office of all books, papers, vouchers, money, and other property of whatever kind in his possession or under his control belonging to the corporation.

SEC. 4. The secretary shall keep the minutes of the board of directors, and also the minutes of the meetings of stockholders; he shall attend to the giving and serving of all notices of the corporation, and shall affix the seal of the corporation to all certificates of stock when signed by the president and treasurer; he shall have charge of the stock certificate book and such other books and papers as the board may direct; he shall attend to such correspondence as may be assigned to him and perform all the duties incidental to his office; he shall also keep a stock book, containing the names, alphabetically arranged, of all persons who are stockholders of the corporation, showing their places of residence, the number of shares of stock held by them respectively, the time when they respectively became the owners thereof, and the amount paid thereon, and such book shall be open for inspection as prescribed by section 29 of the stock corporation law.

SEC. 5. The officers of the corporation, in general, and in addition to those hereinbefore set forth, shall have such powers and duties as generally pertain to their respective offices as well as such powers and duties as shall from time to time be conferred upon them by the board of directors or the executive committee.

SEC. 6. The duties of the treasurer and secretary may be delegated to such assistant respective officers as may from time to time be designated by the board of directors.

ARTICLE VIII.—*Waiver of notice.*

SECTION 1. Whenever under the provisions of these by-laws or of any of the corporate laws the stockholders or directors are authorized to hold any meeting after notice or after the lapse of any prescribed period of time, such meeting may be held without notice and without such lapse of time by a written waiver of such notice signed by each person entitled to notice, or by the presence of all persons who were so entitled at such meeting. Any director, officer, or stockholder may waive any notice to which he personally would otherwise be entitled and his presence at any meeting, or if absent his subsequent signature to the minutes thereof shall constitute such waiver.

ARTICLE IX.—*Vacancies.*

SECTION 1. Any director or officer may resign his position at any time, such resignation to be made in writing and to become effective at the pleasure of the board.

SEC. 2. If the office of any director or officer becomes vacant by reason of death, resignation, retirement, disqualification, removal from office, or otherwise, the remaining directors then in office, although less than a quorum, at any special meeting called for that purpose or at any regular meeting of the board, by a majority vote may choose a successor or successors who shall hold office for the unexpired term in respect to which such vacancy occurred.

ARTICLE X.—*Stock.*

SECTION 1. The certificates of stock of the corporation shall be numbered and shall be entered in the books of the corporation as they are issued. They shall exhibit the holder's name and the number of shares and shall be signed by the president or vice president and treasurer and be attested by the corporate seal.

SEC. 2. Transfers of stock shall be made only on the books of the corporation by the holder thereof in person by his attorney lawfully constituted in writing, upon surrender and cancellation of certificates for a like number of shares.

ARTICLE XI.—*Amendments.*

SECTION 1. The stockholders by the affirmative vote of a majority of the stock issued and outstanding may at any regular or at any special meeting alter or amend these by-laws.

SEC. 2. The board of directors by the affirmative vote of a majority of its members may alter or amend these by-laws at a regular or special meeting of the board: *Provided*, That the amendment shall have been proposed at a meeting of the board at least three days prior to said meeting: *And, provided*, That by a vote of a majority of the stock issued and outstanding such amendment

may be repealed at any subsequent regular or special meeting of the stockholders, and subject to the provisions of the general corporation law, section 11, subsection 5.

ARTICLE XII.—*Miscellaneous.*

SECTION 1. The seal of the corporation shall be in the form of a circle and shall bear the name of the corporation and the year of its incorporation.

SEC. 2. The fiscal or business year of the corporation shall begin on the 1st day of July and end on the 30th day of June of each year.

K-8

K1-2

K-8

K-10



BRIDGEPORT, CONN.

(Crane Tract.)

(Above): Types K-8, K-10, and K-12, Four-room Row Houses.

(Below): Entrance to Forest Court.

(See Vol. II, p. 131.)



BRIDGEPORT, CONN.

(Crane Tract.)

Arrangement of back yards, showing fencing and careful preservation of trees.

APPENDIX III.

EXECUTIVE PERSONNEL OF UNITED STATES HOUSING CORPORATION.

Officers—Board of directors—Executives, classified by divisions—Field and office staffs for projects.

EXECUTIVE PERSONNEL OF THE UNITED STATES HOUSING CORPORATION.

OFFICERS.

	From—	To—
President:		
Otto M. Eidlitz.....	July 8, 1918 ¹	Mar. 1, 1919
LeRoy K. Sherman.....	Mar. 1, 1919	
Vice president:		
Joseph D. Leland, 3d.....	July 8, 1918 ²	Do.
Irving E. Macomber.....	Mar. 1, 1919	
Secretary:		
Burt L. Fenner.....	July 8, 1918	Feb. 12, 1919
Stuart Chevalier.....	Feb. 12, 1919	June 18, 1919
Aubin L. Boulware.....	June 18, 1919	Sept. 10, 1919
Thos. W. O'Brien.....	Sept. 10, 1919	
Treasurer:		
George G. Box.....	July 8, 1918	Mar. 6, 1919
Carroll H. Brewster.....	Mar. 6, 1919	

BOARD OF DIRECTORS OF THE UNITED STATES HOUSING CORPORATION.

Otto M. Eidlitz, chairman.....	July 8, 1918	Feb. 26, 1919
LeRoy K. Sherman, chairman.....	Feb. 26, 1919	
John W. Alvord.....	July 8, 1918	Jan. 23, 1919
LeRoy K. Sherman.....	Jan. 23, 1919	Feb. 26, 1919
George G. Box.....	July 8, 1918	Mar. 6, 1919
Henry M. Webster.....	Mar. 6, 1919	June 25, 1919
William L. Soleau.....	June 25, 1919	
Burt L. Fenner.....	July 8, 1918	Feb. 12, 1919
James Ford.....	Feb. 12, 1919	Aug. 27, 1919
Albert B. Kerr.....	July 8, 1918	Aug. 14, 1918
Charles P. Howland.....	Sept. 11, 1918	Jan. 23, 1919
Stuart Chevalier.....	Jan. 23, 1919	June 15, 1919
Thomas W. O'Brien.....	June 15, 1919	
Joseph D. Leland, 3d.....	July 8, 1918	Feb. 26, 1919
Irving E. Macomber.....	Feb. 26, 1919	
Frederick L. Olmsted.....	July 24, 1918	Apr. 23, 1919
Frank J. Warne.....	Apr. 23, 1919	July 16, 1919
R. A. McCulloch.....	July 16, 1919	
William E. Shannon.....	July 8, 1918	Feb. 26, 1919
Barney J. Treacy.....	Feb. 26, 1919	June 18, 1919
Willard Howe.....	June 18, 1919	
Daniel T. Webster.....	Feb. 26, 1919	Mar. 12, 1919
William C. Lewis.....	Mar. 12, 1919	June 25, 1919
Charles P. Chase.....	June 25, 1919	
William J. Spencer.....	Sept. 11, 1918	July 16, 1919
Roland B. Mahaney.....	July 16, 1919	
William A. Mellen.....	Aug. 27, 1919	

EXECUTIVE ASSISTANTS.

Assistant to the president:		
Jerome J. McNamara.....	Apr. 16, 1918	Mar. 15, 1919
Charles U. Freund.....	Feb. 25, 1919	
Executive secretary, Harlean James.....	Apr. 16, 1918	June 18, 1919
General manager, Burt L. Fenner.....	Mar. 18, 1918	Feb. 15, 1919
Assistant general managers:		
C. Grant LaFarge.....	Apr. 29, 1918	Dec. 15, 1918
William A. Payne.....	Sept. 23, 1918	Feb. 28, 1919
Lionel Moses.....	Dec. 15, 1918	May 15, 1919

¹ Director of Bureau from Feb. 12, 1918.

² Assistant Director of Bureau from Apr. 16, 1918.

Executive personnel of the United States Housing Corporation—Con.

PRELIMINARY INVESTIGATIONS DIVISION.

	From—	To—
Manager, I. N. Phelps Stokes.....	Apr. 1, 1918	Aug. 15, 1918

STATISTICS DIVISION.

Manager, C. W. A. Veditz.....	June 1, 1918	Aug. 15, 1918
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SURVEYS AND STATISTICS DIVISION.

Manager, W. E. Guerin.....	Aug. 15, 1918	Dec. 2, 1918
Assistant to the manager, D. A. Calhoun.....	Aug. 22, 1918	Dec. 9, 1918
Analysis section, E. E. Wolf.....	Oct. 4, 1918	Nov. 30, 1918
Compilation section, John Doll.....	Sept. 2, 1918	Dec. 9, 1918
Interdepartmental branch, A. A. Zinkin.....	Aug. 22, 1918	Do.
Statistical branch, L. Meriam.....		
Survey branch, W. L. Fletcher.....	Sept. 3, 1918	Nov. 20, 1918

HOUSES REGISTRATION AND INFORMATION DIVISION.

Manager, James Ford.....	May 1, 1918	June 30, 1919
Assistant manager, Henry Brigham	Aug. 27, 1918	Do.
Homes registration section,		
Edward L. Schaub.....	Nov. 4, 1918	Do.
Chief field agent:		
Francis Mahoney.....	June 16, 1918	Mar. 10, 1919
Chas. R. Bixby.....	Mar. 10, 1919	June 30, 1919
Education section:		
Max Enos.....	Aug. 26, 1918	Nov. 1, 1918
R. E. Schenck.....	Nov. 1, 1918	Dec. 31, 1918
Information section:		
A. O. Norton.....	June 15, 1918	May 15, 1919
Cleora Swift.....	May 15, 1919	June 30, 1919
Reference library:		
Theodora Kimball.....	Apr. 27, 1918	Apr. 18, 1919
M. A. McCarthy.....	Apr. 18, 1919	
Washington Division, homes		
registration service, Edwin S. Hege.....	Sept. 17, 1918	June 30, 1919

TRANSPORTATION DIVISION.

Manager:		
Gardner F. Wells.....	May 1, 1918	Dec. 31, 1918
W. A. Mellen.....	Jan. 1, 1919	
Assistant manager:		
W. A. Mellen.....	June 4, 1918	Jan. 1, 1919
Cabot Stevens.....	Mar. 1, 1919	Oct. 15, 1919
Consulting engineer, A. L. Drum.....	June 1, 1918	July 1, 1919
Financial investigator, E. P. Smith.....	Sept. 17, 1918	Dec. 7, 1918
District managers:		
J. Peyton Clark.....	May 25, 1918	Mar. 15, 1919
H. A. Nicholl.....	Oct. 23, 1918	Jan. 1, 1919
C. M. Pinkerton.....	Nov. 1, 1918	Sept. 30, 1919
J. H. Mills.....	Sept. 1, 1918	Aug. 31, 1919
Chief accountant, E. V. Fisher.....	Jan. 1, 1918	
Assistant chief accountant, A. W. Thomas.....	Oct. 14, 1918	

¹ Detailed by Shipping Board.

REPORT UNITED STATES HOUSING CORPORATION.

Executive personnel of the United States Housing Corporation—Con.

REAL ESTATE DIVISION.

	From—	To—
Manager:		
William E. Shannon.....	Apr. 1, 1918	Feb. 28, 1919
Barney J. Treacy.....	Feb. 28, 1919	June 30, 1919
Henry R. Brigham.....	July 1, 1919	
Assistant managers:		
S. S. Thorpe.....	May 1, 1918	Feb. 28, 1919
I. E. Macomber.....	May 27, 1918	Feb. 28, 1919
B. J. Treacy.....	Sept. 12, 1918	Feb. 28, 1919
Counsel:		
I. Kellner.....	Apr. 15, 1918	Dec. 17, 1918 ¹
Arch. D. Monteath.....	Aug. 21, 1918	

ARCHITECTURAL DIVISION.

Manager:		
John W. Cross.....	Apr. 1, 1918	Dec. 7, 1918
M. A. Dyer.....	Dec. 15, 1918	May 1, 1919
George F. Temple.....	May 1, 1919	June 30, 1919
Chief draftsman, M. A. Dyer.....	Apr. 16, 1918	Dec. 15, 1918
Architectural examiners:		
George F. Blount.....	Apr. 11, 1918	May 31, 1919
A. H. Gilkison.....	July 11, 1918	Mar. 15, 1919
R. F. Jordan.....	Aug. 14, 1918	Dec. 31, 1918
T. B. Lippincott.....	Aug. 5, 1918	May 15, 1919
J. H. Stone.....	Apr. 16, 1918	Apr. 30, 1919
Electrical section, A. M. Newhouse.....	June 3, 1918	Jan. 7, 1919
Heating section, G. A. Suter.....	June 13, 1918	Dec. 1, 1918
Plumbing section, F. McNamara.....	Apr. 15, 1918	Jan. 31, 1919
Specification and structural engineering section, G. F. Temple.....	July 10, 1918	May 1, 1919

TOWN PLANNING DIVISION.

Manager:		
F. L. Olmsted.....	Apr. 16, 1918	Apr. 1, 1919
Carl R. Parker.....	Apr. 1, 1919	June 30, 1919
Assistant manager, H. V. Hubbard.....	Apr. 1, 1918	Feb. 14, 1919
Assistant to the manager, C. R. Parker.....	July 8, 1918	April 1, 1919
District town planners:		
A. C. Comey.....	Apr. 16, 1918	May 1, 1919
T. H. Desmond.....	July 31, 1918	Dec. 31, 1918
S. H. Hare.....	June 6, 1918	Jan. 22, 1919
R. A. Outhet.....	Aug. 6, 1918	Apr. 30, 1919
T. Glenn Phillips.....	June 10, 1918	Dec. 15, 1918
P. Wyman.....	Aug. 1, 1918	Mar. 31, 1919
C. H. Ramsdell.....	Aug. 15, 1918	Dec. 15, 1918

ENGINEERING DIVISION.

Chief engineer:		
John W. Alvord.....	Apr. 1, 1918	Jan. 31, 1919
LeRoy K. Sherman.....	Feb. 1, 1919	Mar. 1, 1919
Charles P. Chase.....	Mar. 1, 1919	
Assistant chief engineer, LeRoy K. Sherman.....	Apr. 1, 1918	Feb. 1, 1919
Attorney, contract relations, W. J. Kuertz.....	Sept. 24, 1918	Dec. 15, 1918
Cost engineer, E. P. Burke.....	July 10, 1918	Dec. 1, 1918
Electrical engineer, E. C. Couch.....	Aug. 5, 1918	Oct. 31, 1919
Fire-protection engineer, R. E. Andrews².....	July 1, 1918	Jan. 1, 1919

¹ Deceased.² Loaned by fire underwriters.

Executive personnel of the United States Housing Corporation—Con.

ENGINEERING DIVISION—continued.

	From—	To—
Gas engineer, W. A. Fritchman.....	Sept. 5, 1918	Dec. 1, 1918
Highway engineer, D. M. Pierce¹.....	Sept. 1, 1918	Do.
District engineers:		
K. Allen.....	Oct. 1, 1918	Do.
D. Bontecou.....	Sept. 1, 1918	Do.
C. A. Bowman.....	June 27, 1918	Oct. 31, 1919
C. P. Chase.....	July 9, 1918	Feb. 28, 1919
W. H. Durbin.....	May 1, 1918	Jan. 31, 1919
P. E. Green.....	June 28, 1918	Do.
C. E. Henderson.....	Apr. 17, 1918	June 30, 1919
W. Kiersted.....	July 15, 1918	Jan. 1, 1919
W. H. Kimball.....	Apr. 18, 1918	Do.
F. Parkhurst.....	July 6, 1918	Dec. 31, 1919
G. T. Prince.....	July 1, 1918	Jan. 31, 1919

REQUIREMENTS DIVISION.

Manager, N. Max Dunning.....	Apr. 1, 1918	Mar. 1, 1919
Estimating branch, W. W. Dibrell.....	Apr. 15, 1918	July 31, 1919
Materials investigations branch, D. K. Boyd.....	June 11, 1918	May 15, 1919
Private enterprises branch, D. W. Southgate.....	Sept. 15, 1918	Do.

CONSTRUCTION DIVISION.

Manager:		
Daniel T. Webster.....	Mar. 25, 1918	Mar. 15, 1919
William C. Lewis.....	Mar. 15, 1919	June 28, 1919
Assistant manager:		
William C. Lewis.....	Apr. 15, 1918	Mar. 15, 1919
Chester A. Wright.....	Feb. 6, 1919	June 30, 1919
Assistants to the manager:		
T. E. Videto.....	Aug. 15, 1918	Aug. 15, 1919
W. J. Thistlewaite.....	July 18, 1918	Apr. 15, 1919
Contract branch, H. McLaren.....	Mar. 15, 1918	Mar. 15, 1919
Coordinating officer, Maj. Schuyler.....	June 4, 1918	Feb. 28, 1919
Cost-report engineering branch:		
J. C. Prior.....	Apr. 15, 1918	June 30, 1919
H. V. Joslin, Trav. Cost. Engr.....	May 1, 1918	July 31, 1919
Materials procurement branch,		
C. Birdseye.....	Apr. 15, 1918	Apr. 15, 1919
Materials section, G. A. Porter.....	May 1, 1918	May 31, 1919
Powder-plant projects, W. S. Painter.....	May 28, 1918	Feb. 28, 1919
Repair branch, Capt. A. T. Moore, U. S. A.².....		
Requisition section, A. M. Worthington.....	June 4, 1918	Mar. 31, 1919
Traffic section, Sidney King.....	do.....	May 31, 1919
Traveling supervisors:		
G. B. Beaumont.....	Oct. 7, 1918	Feb. 28, 1919
A. M. Ganson.....	June 4, 1918	May 31, 1919
John M. Murphy.....	June 24, 1918	Do.
J. H. Nolan.....	Sept. 23, 1918	Jan. 31, 1919
Walter Reid, jr.....	June 20, 1918	May 15, 1919
M. Reynolds.....	Sept. 16, 1918	Jan. 31, 1919

INDUSTRIAL RELATIONS DIVISION.

Manager, Frank J. Warne.....	Aug. 3, 1918	July 31, 1919
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¹ Loaned by Agricultural Department, Bureau of Highways.² Detailed from War Department.

Executive personnel of the United States Housing Corporation—Con.

OPERATING DIVISION.

	From—	To—
Manager:		
Allan Robinson.....	July 1, 1918	Feb. 1, 1919
Willard Howe.....	Feb. 1, 1919	
Assistant managers:		
F. R. Howe.....	July 15, 1918	Jan. 31, 1919
G. R. Davis.....	July 23, 1918	Do.
J. C. Prior.....	July 1, 1919	Sept. 27, 1919
Assistant to the manager, Cora Corson.....	June 10, 1918	Jan. 31, 1919
Commissary branch, James Thompson.....	Aug. 19, 1918	Nov. 30, 1918
Community facilities branch, George Gove.....	Sept. 17, 1918	Dec. 15, 1918
Furniture and equipment section, Louis G. Smith.....	Feb. 1, 1919	June 30, 1919
Insurance section, John deSombre.....	May 1, 1919	
Chief fire marshal, Ira Brownell.....	Nov. 25, 1918	

GOVERNMENT HOTELS.

Manager:		
Alfred S. Amer.....	Oct. 1, 1918	Jan. 16, 1919
W. J. Quinn.....	Jan. 16, 1919	Mar. 15, 1919
James H. Weaver.....	Mar. 15, 1919	June 18, 1919
Miss Harlean James.....	June 18, 1919	
Assistant manager, Miss Olive Davis.....	May 15, 1918	

TREASURY DIVISION.

Treasurer:		
George G. Box.....	Apr. 19, 1918	Mar. 8, 1919
Carroll H. Brewster.....	Mar. 8, 1919	

FISCAL DIVISION.

Comptroller:		
Frank Quilter.....	Aug. 15, 1918	Dec. 31, 1918
Henry M. Webster.....	Jan. 1, 1919	June 30, 1919
William L. Soleau.....	July 1, 1919	
Deputy comptroller:		
Henry M. Webster.....	Sept. 12, 1918	Dec. 31, 1918
William L. Soleau.....	June 2, 1919	June 30, 1919
General auditor:		
L. R. Lewis.....	Apr. 8, 1918	Aug. 1, 1919
Robert H. Orrison.....	Aug. 4, 1919	
Assistant general auditor, Carroll H. Brewster.....	Sept. 17, 1918	Mar. 8, 1919
Traveling auditor, J. Z. Kibler.....	Oct. 2, 1918	May 15, 1919
Chief project auditor, Robert H. Orrison.....	Sept. 3, 1918	Aug. 3, 1919

CHIEF CLERKS.

W. R. Graham.....	Apr. 10, 1918	Oct. 27, 1918
Julius Tuckerman.....	Oct. 28, 1918	May 14, 1919
John M. Kline.....	May 15, 1919	

LEGAL DIVISION.

Chief counsel:		
A. B. Kerr.....	May, 1918	Aug. 14, 1918
Charles P. Howland.....	Sept. 1, 1918	Dec. 15, 1918
Stuart Chevalier.....	Mar. 1, 1919	June 15, 1919
Thomas W. O'Brien.....	June 15, 1919	

Executive personnel of the United States Housing Corporation—Con.

LEGAL DIVISION—continued.

	From—	To—
Assistant counsel:		
Stuart Chevalier.....	Apr. 15, 1918	Mar. 1, 1919
A. L. Boulware.....	May 15, 1919	Sept. 10, 1919
H. V. Juul.....	Sept. 8, 1919	
Legal advisers (see also Real Estate Division):		
Henry Gale.....	June 16, 1918	Jan. 25, 1919
Louis S. Weiss.....	May 1, 1918	Mar. 18, 1919
E. R. Otheman.....	Sept. 1, 1918	Nov. 30, 1918
L. C. Manson.....	Oct. 1, 1918	Mar. 1, 1919
A. L. Boulware.....	Mar. 15, 1919	May 15, 1919

CUSTODIAN OF SALVAGED PROPERTY.

R. A. McCulloch.....	June 15, 1919	
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SALES BRANCH.

Manager, L. W. White.....	Feb. 1, 1919	
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Field and office staffs for United States Housing Corporation projects.¹

ABERDEEN, MD.

Office staff:

Bureau architect.....	A. H. Gilkinson.
District town planner.....	S. H. Hare.
District engineer.....	C. P. Chase.
Project manager.....	J. R. Allen, W. B. Willis.

Field staff:

Architect.....	Sill, Buckler & Fenhagen.
Town planner.....	Stephen Child.
Engineer.....	Norton, Bird and Whitman.
Cost engineer.....	A. C. Shuit.
Field auditor.....	H. C. Ehrlich, M. A. Lanzara.
Disbursing officer.....	B. K. Wiley, C. S. Miller.
Works superintendent.....	W. S. Manning.
Operating representative.....	John W. Teal, A. H. Osborne, M. C. Dorsey.
Counsel.....	Stevenson A. Williams.
Contractor.....	Sutton & Corson.
Real estate negotiator.....	O. W. Clark.
Real estate investigators.....	Major King, W. Oscar Collier.

ALABAMA NITRATE TOWNS.²

(Florence, Sheffield, Tuscumbia.)

Office staff:

Bureau architect.....	J. H. Stone.
District town planner.....	S. H. Hare.
District engineer.....	D. Bontecou.
Project manager.....	H. W. Martin.
Real estate investigator.....	L. W. Monteverde.

Field staff:

Architect.....	Warren & Knight.
Town planner.....	Harold A. Caparn.
Engineer.....	Julian Kendrick.
Counsel.....	Judge Joseph H. Nathan.
Real estate negotiator.....	Charles P. Glover.

¹ Where more than one name is given the position has been held successively by the persons named, except in the case of real estate investigators.² Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

ALLIANCE, OHIO.

Office staff:

Bureau architect.....G. F. Blount.
 District town planner.....A. C. Comey.
 District engineer.....W. Kiersted.
 Project manager.....A. A. Browne.

Field staff:

Architect.....Walker & Weeks.
 Town planner.....Alling S. DeForrest.
 Engineer.....R. Winthrop Pratt.
 Cost engineer.....W. R. Taylor.
 Field auditor.....C. Lyman Spencer, Geo. S. Mabey.
 Disbursing officer.....W. M. Crockett.
 Works superintendent.....H. I. Russell.
 Operating representative.....C. T. Kolff, C. R. Henderson.
 Counsel.....Hart & Koehler.
 Contractor.....Cullen & Vaughn.
 Real estate negotiator.....L. W. Monteverde, L. Ward Prince.
 Real estate investigators.....Irving B. Hiatt, Ross W. Cheek.

ALTON, ILL.

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner.....T. H. Desmond.
 District engineer.....K. Allen.
 Project manager.....W. R. Cooper.

Field staff:

Architect.....Mauran, Russell & Crowell.
 Town planner.....C. N. Lowrie.
 Engineer.....J. G. Melliush.
 Counsel.....Henry S. Baker.
 Real estate investigator.....W. H. Dyer.
 Real estate negotiator.....E. E. Rogers.

BATH, ME.

Office staff:

Bureau architect.....A. H. Gilkison.
 District town planner.....H. V. Hubbard.
 District engineer.....G. T. Prince.
 Project manager.....W. W. Cook.
 Real estate negotiator.....Wm. M. Garland, Ira Kellner.

Field staff:

Architect.....Parker, Thomas & Rice.
 Town planner.....Loring Underwood.
 Engineer.....Weston & Sampson.
 Cost engineer.....G. P. Winn.
 Field auditor.....Michael L. Dolan.
 Disbursing officer.....W. J. Doherty.
 Works superintendent.....M. E. Sullivan.
 Operating representative.....Harvey Craw, Fred. A. Thompson.
 Assistant operating representative.....Geo. B. Watson.
 Counsel.....Verrill, Hale, Booth & Ives.
 Contractor.....Leighton-Mitchell Co.
 Real estate investigator.....H. B. Hodgdon.

BETHLEHEM, PA.¹

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner.....A. C. Comey.
 District engineer.....L. K. Sherman.
 Project manager.....A. M. Worthington.

¹ Project canceled after armistice.*Field and office staffs for U. S. Housing Corporation projects—Contd.*

BETHLEHEM, PA.—continued.

Field staff:

Architect.....{Riche & Lang (24 A-Club House).
 M. B. Medary (Zantzinger, Borie
 & Medary).
 Town planner.....T. W. Sears.
 Engineer.....L. J. H. Grossart.
 Contractor.....Utilities, R. S. Rathbun; Housing,
 The Whitney Co.
 Works superintendent.....S. N. Mapes, J. B. Lippincott.
 Cost engineer.....Oscar B. Smith, James L. Burley.
 Disbursing officer.....E. D. Mill.
 Field auditor.....Edwin B. Cosby, John W. T.
 Medary, M. D. Thomas.
 Operating representative.....Willard Howe.
 Counsel.....Dallett H. Wilson.
 Real estate negotiator.....Thos. H. Shallcross, jr.
 Real estate investigators.....Thos. H. Shallcross, jr., T. E.
 Nickles.

BRIDGEPORT, CONN.

Office staff:

Bureau architect.....George F. Blount.
 District town planner.....T. G. Phillips.
 District engineer.....G. T. Prince.
 Project manager.....R. A. McCulloch.

Field staff:

Architect.....R. Clipston Sturgis.
 Town planner.....A. A. Shurtleff.
 Engineer.....A. H. Terry.
 Cost engineer.....H. F. LaBrecque, Charles R.
 Cockey.
 Field auditor.....Theo. C. Moore, Alfred Price.
 Disbursing officer.....Geo. C. Warner, E. Rommel, Max
 Welsh.
 Works superintendent.....D. P. Cooper, W. S. Parker, C. W.
 Davidson.
 Operating representative.....W. H. Ham, Bridgeport Housing
 Co.
 Counsel.....Marsh, Stoddard & Day.
 Contractor.....Caldwell-Wingate Co.
 Real estate negotiator.....E. J. Murphy.
 Real estate investigators.....R. H. Hagner, A. H. Hancock.

BUTLER, PA.¹

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner.....T. H. Desmond.
 District engineer.....W. Kiersted.
 Project manager.....A. A. Browne.

Field staff:

Architect.....Edward B. Lee.
 Town planner.....Charles Downing Lay.
 Engineer.....N. S. Sprague.
 Contractor.....Edward A. Wehr..
 Works superintendent.....D. L. Wright.
 Cost engineer.....Gilbert A. Bell.
 Field auditor.....Robert O. Kerby.
 Disbursing officer.....C. J. Bishop.
 Counsel.....John H. Wilson.
 Real estate negotiator.....L. Ward Prince, L. W. Monteverde.
 Real estate investigators.....E. A. Lovely, H. P. Haas.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

CHARLESTON, S. C.¹

Office staff:

Bureau architect.....A. H. Gilkison.
 District town planner.....R. A. Outhet.
 District engineer.....C. E. Henderson.
 Project manager.....H. W. Martin.

Field staff:

Architect.....Favrot & Livaudais.
 Town planner.....R. A. Outhet.
 Engineer.....Nisbet Wingfield.
 Counsel.....W. C. Miller.
 Real estate negotiator....Wm. H. Moor.
 Real estate investigators..Glenn Brown, C. A. Clunet.

CHARLESTON, W. VA.

Office staff:

District town planner.....H. V. Hubbard.
 District engineer.....W. H. Durbin.
 Project manager.....R. I. Dodge, W. B. Willis.

Field staff:

Architect.....Godley, Haskell & Sedgwick.
 Town planner.....Jas. L. Greenleaf.
 Engineer.....Phillip Burgess.
 Cost engineer.....H. C. Hannah.
 Field auditor.....P. W. Turner, J. T. J. Daly, J. P. Shannon.
 Disbursing officer.....H. P. Brightwell.
 Works superintendent.....J. F. Steutzer.
 Operating representative..R. C. Baldwin, E. P. Billups, C. M. Fagan.
 Counsel.....Chilton, McCorkle & Chilton.
 Contractor.....Wills-Egelhoff Co.
 Real estate negotiator....George W. Person.
 Real estate investigators..F. A. Godley, J. S. Ross.

CHESTER DISTRICT, PA.¹

(Eddystone.)

Office staff:

District town planner.....S. H. Hare.
 District engineer.....C. E. Henderson.
 Project manager.....A. J. Sauer.

Field staff:

Architect.....Rankin, Kellogg & Crane.
 Town planner.....John Nolen.
 Engineer.....Charles F. Mebus.
 Contractor.....Edward Fay & Son.
 Counsel.....Roberts, Montgomery & McKeeham.
 Real estate investigators..C. A. Clunet, L. Ward Prince.

CHESTER DISTRICT, PA.¹

(Ridley Park.)

Office staff:

Bureau architect.....J. H. Stone.
 District town planner.....S. H. Hare.
 District engineer.....C. E. Henderson.
 Project manager.....A. J. Sauer.

Field staff:

Architect.....Edgar V. Seeler.
 Town planner.....John Nolen.
 Engineer.....Charles F. Mebus.
 Counsel.....Roberts, Montgomery & McKeeham.
 Real estate negotiator....L. Ward Prince.
 Real estate investigators..C. A. Clunet, L. Ward Prince.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

CLEVELAND, OHIO.¹

(Wickliffe.)

Office staff:

District town planner.....P. Wyman.
 District engineer.....K. Allen.
 Project manager.....H. W. Martin.

Field staff:

Architect.....J. W. Cross.
 Town planner.....A. P. Wyman.
 Engineer.....R. Winthrop Pratt.
 Contractor.....M. S. Engineering Construction Co.
 Works superintendent.....Argyle E. Robinson.
 Counsel.....Richard Inglis.
 Real estate negotiator....A. S. Taylor.
 Real estate investigator...A. S. Taylor.

DAVENPORT, IOWA.

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner.....A. C. Comey.
 District engineer.....W. H. Kimball.
 Project manager.....H. D. Belcher.

Field staff:

Architect.....Temple & Burrows.
 Town planner.....Geo. Kessler.
 Engineer.....W. S. Shields.
 Cost engineer.....A. J. Bisbee, C. A. James.
 Field auditor.....C. G. Rosenberger.
 Disbursing officer.....P. Greenawalt.
 Works superintendent.....Frank Lederer.
 Operating representative..A. G. W. Curdes, O. G. Sherman.
 Counsel.....Curtis & Simonson.
 Contractor.....Central Engineering Co.
 Real estate negotiator....Edward S. Judd.
 Real estate investigators..Edward S. Judd, I. E. Macomber.

DAYTON, OHIO.¹

Office staff:

Bureau architect.....George F. Blount.
 District town planner.....T. H. Desmond.
 District engineer.....W. Kiersted.
 Project manager.....F. H. Michaelis.

Field staff:

Architect.....Schenck & Williams.
 Town planner.....F. Vitale.
 Engineer.....Jacob A. Harmon.
 Works superintendent.....Frank Lederer.
 Counsel.....McMahon & McMahon.
 Real estate negotiator....W. H. Dyer.
 Real estate investigators..C. A. Clunet, B. J. Treacy, W. H. Dyer.

ELIZABETH, N. J.¹

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner.....T. G. Phillips.
 District engineer.....P. E. Green.
 Project manager.....R. I. Dodge.
 Real estate investigator...R. I. Dodge.

Field staff:

Architect.....Charles W. Oakley.
 Town planner.....A. F. Brinkerhoff.
 Engineer.....C. D. Pollock.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

ELIZABETH, N. J.—continued.

Field staff—Continued.

Works superintendent.....Jos. Eilbacher.
 Cost engineer.....S. W. Miller.
 Counsel.....Clark McK. Whittemore.
 Real estate negotiator....E. Orris Hart.
 Real estate investigators..C. A. Clunet, R. I. Dodge.

Office staff:

ERIE, PA.

Bureau architect.....J. H. Stone.
 District town planner.....A. C. Comey.
 District engineer.....P. E. Green.
 Project manager.....C. W. Wright, C. V. Badger.

Field staff:

Architect.....Albert H. Spahr.
 Town planner.....Chas. Downing Lay.
 Engineer.....Chester & Fleming.
 Cost engineer.....Harris A. Appel.
 Field auditor.....F. E. Gallagher, F. A. Kerner.
 Disbursing officer.....S. S. Gheen.
 Works superintendent.....A. B. Hoffman, S. N. Mapes.
 Operating representative..C. G. Kolff, R. F. Burt.
 Counsel.....Gunnison, Fish, Chapin & Gifford.
 Contractor.....Jas. Stewart & Co.
 Real estate negotiator....L. W. Monteverde, Edward S. Judd.
 Real estate investigators..Fenton M. Parke, A. S. Taylor.

Office staff:

HAMMOND IND.

Bureau architect.....J. H. Stone.
 District town planner.....T. G. Phillips.
 District engineer.....L. K. Sherman.
 Project manager.....H. D. Belcher.

Field staff:

Architect.....J. C. Llewellyn.
 Town planner.....J. C. Llewellyn.
 Engineer.....J. C. Llewellyn.
 Cost engineer.....F. A. Torkelson.
 Field auditor.....J. M. Bayne.
 Disbursing officer.....J. M. Bayne.
 Works superintendent.....C. W. Davidson.
 Operating representative..A. G. W. Curdes, E. Edgar Shookman.
 Counsel.....J. H. Conroy.
 Contractor.....H. P. Cummings Construction Co.
 Real estate negotiator....Edward S. Judd.

Office staff:

ILION, N. Y.¹

Bureau architect.....J. H. Stone.
 District town planner.....T. H. Desmond.
 District engineer.....P. E. Green.
 Project manager.....J. R. Allen.

Field staff:

Architect.....Walker & Gillette.
 Town planner.....Stephen Child.
 Engineer.....N. C. Weller.
 Contractor.....Hoggs & Bros.
 Works superintendent....C. E. Cronk.
 Cost engineer.....Charles R. Cockey.
 Field auditor.....W. A. Wylie.
 Counsel.....Arleigh D. Richardson.
 Real estate negotiator....L. Ward Prince.

¹ Project canceled after armistice.*Field and office staffs for U. S. Housing Corporation projects—Contd.*INDIANAPOLIS, IND.¹

Office staff:

Bureau architect.....W. S. Painter.
 District town planner....C. H. Ramsdell.
 District engineer.....C. P. Chase.
 Project manager.....S. W. Ritchie.

Field staff:

Architect.....H. W. Morton.
 Town planner.....C. H. Ramsdell.
 Engineer.....A. H. Moore.
 Contractor.....John A. Schumacher Co.
 Cost engineer.....Eugene H. Brown.
 Counsel.....Pickens, Moore, Davidson & Pickens.
 Real estate investigator...E. E. Rogers.
 Real estate negotiator....R. R. Blair.

Office staff:

INDIANHEAD, MD.

Bureau architect.....George F. Blount.
 District town planner....H. V. Hubbard.
 District engineer.....C. P. Chase.
 Project manager.....J. R. Allen, W. B. Willis.

Field staff:

Architect.....Donn & Deming.
 Town planner.....S. Child.
 Engineer.....E. V. Coonan.
 Cost engineer.....Neal P. McCallum.
 Field auditor.....L. E. Andrews, J. W. Ridenour.
 Works superintendent....E. C. Crocker, J. W. Bell.
 Operating representative..Ensign H. J. Stuckey, M. C. Doney.
 Contractor.....Wesley B. Porch.
 Real estate investigator...Wm. M. Garland.

Office staff:

KENILWORTH, N. J.¹

Bureau architect.....T. B. Lippincott.
 District town planner....T. G. Phillips.
 District engineer.....P. E. Green.
 Project manager.....R. I. Dodge.
 Real estate investigator...R. I. Dodge.

Field staff:

Architect.....Starret & Van Vleck.
 Town planner.....A. E. Brinkerhoff.
 Engineer.....C. D. Pollock.
 Contractor.....H. Wilhelm Sons (Inc.).
 Cost engineer.....S. W. Miller.
 Counsel.....Clark McK. Whittemore.
 Real estate investigator...C. A. Clunet.
 Real estate negotiator....E. Orris Hart.

Office staff:

LOWELL, MASS.

Bureau architect.....A. H. Gilkison.
 District town planner....A. C. Comey.
 District engineer.....W. H. Kimball.
 Project manager.....W. W. Cook.
 Real estate negotiator....I. E. Macomber.

Field staff:

Architect.....H. L. Rourke, J. H. Ritchie.
 Town planner.....Warren H. Manning.
 Engineer.....George Bowers.
 Contractor.....George Howard Sons Co.
 Works superintendent....P. J. Malone.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

NEVILLE ISLAND, PA.¹

Office staff:

District town planner.....F. L. Olmsted, C. R. Parker.
District engineer.....C. P. Chase.
Project manager.....Charles L. Van Fossen.
Real estate negotiator.....L. W. Monteverde.

Field staff:

Architect.....M. B. Medary, jr.
Town planner.....James F. Dawson.
Engineer.....Hazen, Whipple & Fuller.
Contractor.....The Rodd Co. (Temporary build-
ings).

Works superintendent. . . J. B. Lippincott.
Field auditor.....M. B. Thomas.
Disbursing officer.....H. J. Abbott.
Counsel.....Dagell, Fisher & Hawkins.
Real estate investigators..D. P. Black, L. W. Monteverde,
Tom Ingersoll.

MARE ISLAND (VALLEJO), CALIF.

Office staff:

District architect.....George F. Blount.
District town planner.....T. G. Phillips.
District engineer.....C. P. Chase.
Project manager.....A. J. Sauer.

Field staff:

Architect.....	Trowbridge & Livingston.
Town planner.....	Charles N. Lowrie.
Engineer.....	Chas. R. Ward.
Cost engineer.....	J. C. Holman.
Field auditor.....	E. H. Wilkins, C. G. Helgren.
Disbursing officer.....	W. M. Malburn, S. M. Shinn.
Works superintendent....	J. Brown Low.
Operating representative..	E. C. Hinck, E. A. Reuss, John P. Egan.
Counsel.....	Clifford I. Voorhees.
Contractor.....	John Lowry, jr.
Real estate negotiator....	Thomas H. Shalldress, jr.
Real estate investigators..	John L. Weaver, M. A. Devine.

NEW CASTLE, DEL.¹

Office staff:

Bureau architect.....R. H. Jordan.
District town planner.....S. H. Hare.
District engineer.....C. E. Henderson.
Project manager.....H. L. Winslow.

Field staff:

Architect.....Charles G. May.
Town planner.....George F. Pentecost, jr.
Engineer.....Robinson & Wagner.
Contractor.....Piel Construction Co.
Works superintendent....J. C. Bolger.
Cost engineer.....L. W. Wohlsein.
Field auditor.....Geo. B. Delaney.
Disbursing officer.....Max Welsh.
Counsel.....Francis D. Janvier.
Real estate negotiator....O. W. Clark.

NEW LONDON, CONN.

Office staff:

Bureau architect.....J. H. Stone.
District town plannerT. G. Phillips.
District engineer.....G. T. Prince.
Project manager.....R. A. McCulloch.

ld staff:

Architect.....	J. W. Cross.
Town planner.....	A. D. Taylor.
Engineer.....	W. J. Sherman.
Cost engineer.....	R. F. McDaid.
Counsel.....	Cross, Foote & Sessions.
Real estate investigator...	A. S. Taylor.
Real estate negotiator....	L. Ward Prince.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

NEWPORT NEWS, VA.—continued.

Field staff—Continued.

Field auditor.....W. N. Cooper.
Disbursing officer.....H. J. Simmons, Geo. B. Delaney.
Counsel.....Lett & Massie.
Real estate investigator...Paul T. Collins.

NIAGARA FALLS, N. Y.

Office staff:

Bureau architect.....A. H. Gilkison.
District town plannerT. G. Phillips.
District engineer.....P. E. Green.
Project manager.....C. W. Wright, C. V. Badger.

Field staff:

Architect.....Dean & Dean.
Town planner.....John Nolen.
Engineer.....Walter McCulloh.
Cost engineer.....O. F. McConnell.
Field auditor.....W. F. Martin.
Disbursing officer.....Bradford K. Wiley, H. J. Abbott.
Works superintendent.....H. F. Beck.
Operating representative..C. T. Kolff, Geo. C. Jones.
Counsel.....Cohn, Chormann & Franchot.
Contractor.....Geo. W. Stiles Construction Co.
Real estate negotiator...Fenton M. Parke.
Real estate investigators..Fenton M. Parke, A. S. Taylor.

NILES, OHIO.

Office staff:

Bureau architect.....George F. Blount.
District town planner....T. G. Phillips.
District engineer.....W. Kiersted.
Project manager.....A. A. Browne.

Field staff:

Architect.....	Geo. H. Schwan.
Town planner.....	Alling S. DeForrest.
Engineer.....	F. H. Eno.
Cost engineer.....	Frank J. Miller.
Field auditor.....	G. S. Mabee.
Disbursing officer.....	C. J. Bishop, Wm. Y. Crockett.
Works superintendent.....	F. S. Parkhurst, jr.
Operating representative.....	C. T. Kolff, C. R. Henderson.
Counsel.....	Gillmer, Gillmer & Gillmer.
Contractor.....	Yoho & Hooker.
Real estate negotiator.....	L. W. Monteverde, L. Ward Prince.
Real estate investigators.....	Ross W. Cheek, Irving B. Hiett.

NORFOLK, VA.

(Cradock.)

Office staff:

Bureau architect.....G. F. Blount.
District town planner....H. V. Hubbard.
District engineer.....W. H. Durbin.
Project manager.....C. H. Rapp.

Field staff:

Architect.....	Geo. B. Post & Sons.
Town planner.....	Geo. B. Post & Sons, H. P. Kelsey, A. C. Manning.
Engineer.....	Hill & Ferguson, G. C. & A. E. Wheeler.
Contractor.....	Hegeman-Harris Co.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

NORFOLK, VA.—continued.

Field staff—Continued.

Works superintendent.....W. J. Thomas, W. R. Woolley, F. M. Weakley, F. S. Parkhurst, jr.
 Cost engineer.....F. W. Sayers.
 Field auditor.....P. E. Dugan, R. L. Deaton.
 Disbursing officer.....H. J. Simmons, G. B. Delaney.
 Operating representative...Thos. Cahill, F. G. Cover, C. W. Dutcher.
 Counsel.....Loyall, Taylor & White.
 Real estate negotiator.....L. W. Monteverde, I. E. Macomber.
 Real estate investigators...S. S. Thorpe, Wm. M. Garland, Paul T. Collins.

NORFOLK, VA.

(Truxtun.)

Office staff:

Bureau architect.....G. F. Blount.
 District town planner.....H. V. Hubbard.
 District engineer.....W. H. Durbin.
 Project manager.....C. H. Rapp.

Field staff:

Architect.....Rossel Edward Mitchell.
 Town planner.....Harlan P. Kelsey.
 Engineer... Hill & Ferguson, G. C. & A. E. Wheeler.
 Contractor.....Hegeman-Harris Co.
 Works superintendent.....F. M. Weakley.
 Cost engineer.....F. E. Dischner.
 Field auditor.....W. M. Cooper, Geo. E. Speer.
 Disbursing officer.....H. J. Simmons, G. B. Delaney.
 Operating representative...F. G. Cover, F. D. McCracken.
 Counsel.....Loyall, Taylor & White.
 Real estate negotiator.....L. W. Monteverde, I. E. Macomber.
 Real estate investigators...S. S. Thorpe, Wm. M. Garland, Paul T. Collins.

PENSACOLA, FLA.¹

Office staff:

Bureau architect.....A. H. Gilkison.
 District town planner.....T. H. Desmond.
 District engineer... ..C. P. Chase.
 Project manager.....H. W. Martin.

Field staff:

Architect.....Favrot & Livaudais
 Town planner.....Favrot & Livaudais
 Engineer.....Arthur Pew
 Counsel.....Blount, Blount & Carter.
 Real estate investigator...Wm. Fisher.

PERTH AMBOY, N. J.¹

Office staff:

Bureau architect.....A. H. Gilkison.
 District town planner.....S. H. Hare.
 District engineer.....D. Bontecou,
 Project manager.....J. B. Hamme.

Field staff:

Architect.....Dennison & Hiron.
 Town planner.....T. B. Hinchman.
 Engineer.....Remington & Vosbury.
 Disbursing officer.....Edward Rommel.
 Counsel.....Joseph E. Stricker.
 Real estate investigator...C. B. Griffin.
 Real estate negotiator....R. R. Blair.

¹ Project canceled after armistice.*Field and office staffs for U. S. Housing Corporation projects—Contd.*

PHILADELPHIA, PA.

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner.....S. H. Hare.
 District engineer.....W. H. Durbin.
 Project manager.....A. J. Sauer.

Field staff:

Architect.....Rankin, Kellogg & Crane.
 Town planner.....S. H. Hare
 Engineer.....H. M. Fuller.
 Contractor.....Roydhouse-Arey Co.
 Works superintendent.....J. Fletcher Street.
 Cost engineer.....W. L. Biggart.
 Field auditor.....H. D. Grant.
 Disbursing officer.....S. M. Shinn.
 Operating representative...E. C. Hinck, F. G. Cover, John P. Egan.
 Counsel.....Roberts, Montgomery & McKeeham.
 Real estate negotiatorThomas H. Shallcross, jr.
 Real estate investigators...Thomas H. Shallcross, jr., Wm. M. Garland.

PHILADELPHIA DISTRICT.¹

(Tacony.)

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner....R. A. Outhet.
 District engineer.....W. H. Durbin.

Field staff:

Architect.... T. B. Lippincott.
 Town planner.....R. A. Outhet.
 Engineer.....H. M. Fuller.
 Counsel.....Roberts, Montgomery & McKeeham.
 Real estate investigator ...Thomas H. Shallcross, jr.

POMPTON LAKES, N. J.¹

Office staff:

Bureau architect.....W. S. Painter.
 District town planner....S. H. Hare.
 District engineer.....P. E. Green.

Field staff:

Architect.....W. S. Painter.
 Engineer.....Alfred H. Hartman.
 Counsel.....Griggs & Harding.
 Real estate investigatro...C. N. Griffen.
 Real estate negotiator....O. W. Clark.

PORT PENN, DEL.¹

Office staff:

Bureau architect.....W. S. Painter.
 District town planner....S. H. Hare.
 District engineer.....D. Bontecou.
 Project manager.....H. L. Winslow.

Field staff:

Architect.....S. Painter.
 Town planner.....H. J. Kellaway.
 Engineer.....Chas. R. Ward Engineering Co.
 Field auditor.....W. J. Millen.
 Counsel.....Francis D. Janvier.
 Real estate investigator ...E. E. Rogers.
 Real estate negotiator.....Thos. H. Shallcross, jr., L. Ward Prince.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

PORTSMOUTH, N. H.¹

(Kittery, Me.)

Office staff:

Bureau architect.....J. H. Stone.
 District town planner.....T. G. Phillips
 District engineer.....G. T. Prince.
 Project manager.....W. W. Cook.

Field staff:

Architect.....Allen & Collens.
 Town planner.....W. H. Punchard.
 Engineer.....H. K. Barrows.
 Contractor.....Murphy Construction Co.
 Field auditor.....C. G. Helgren.
 Operating representative..L. E. Farr.
 Counsel.....Verrill, Hale, Booth & Ives.
 Real estate investigators..O. W. Clark, Henry M. Clark.
 Real estate negotiator....E. J. Murphy.

PORTSMOUTH, OHIO.¹

Office staff:

Bureau architect.....W. S. Painter.
 District town planner....P. Wyman.
 District engineer.....K. Allen.

Field staff:

Architect.....Walker & Weeks.
 Town planner.....A. R. Nichols.
 Engineer.....H. K. Wing.
 Counsel.....Preston & Thorgrimson.
 Real estate investigator...A. S. Taylor.

PUGET SOUND (BREMERTON), WASH.

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner...H. V. Hubbard.
 District engineer.....C. P. Chase.
 Project manager.....C. H. Rapp.
 Real estate negotiator....S. S. Thorpe, O. W. Clark (assistant).

Field staff:

Architect.....A. H. Albertson.
 Town planner.....E. T. Mische.
 Engineer.....Sawyer Bros.
 Contractor.....A. W. Quist Co.
 Works superintendent....A. A. McCree.
 Cost engineer.....P. P. Oehler.
 Disbursing officer.....Frank Pettee, H. L. Cuniffe.
 Operating representative..R. A. Petit, Roy S. Hayward.
 Counsel.....Preston & Thorgrimson.

QUINCY, MASS.

Office staff:

Bureau architect.....A. H. Gilkison.
 District town planner....H. V. Hubbard.
 District engineer.....W. H. Durbin.
 Project manager.....W. W. Cook.

Field staff:

Architect.....Jas. E. McLaughlin.
 Town planner.....H. J. Kellaway.
 Engineer.....Ernest Branch.
 Contractor.....Casper Ranger Construction Co.
 Works superintendent...W. P. Moulton.
 Cost engineer.....Jas. G. Hutchinson.
 Field auditor.....W. M. Smith.
 Disbursing officer.....W. C. Hazey.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

QUINCY, MASS.—continued.

Field staff—Continued.

Operating representative..Harvey Crow, Geo. P. Reinhard.
 Counsel.....Hutchins & Wheeler.
 Real estate negotiator...Gerald G. E. Street, E. K. Newhall.
 Real estate investigators..Gerald G. E. Street, Warren Edwards.

ROCK ISLAND DISTRICT.

(East Moline, Moline, and Rock Island, Ill.)

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner....A. C. Comey.
 District engineer.....W. H. Kimball.
 Project manager.....F. H. Michaelis, H. D. Belcher.

Field staff:

Architect.....Cervin & Horn.
 Town planner.....Geo. E. Kessler.
 Engineer.....W. S. Shields.
 Contractor.....Henry W. Horst Construction Co.
 Works superintendent...L. J. Gamble, Frank Lederer.
 Cost engineer.....H. H. Powell, A. J. Bisbee.
 Field auditor.....E. W. Savage.
 Disbursing officer.....Robert O. Young.
 Operating representative..A. G. W. Curdes, O. G. Sherman.
 Counsel.....Curtis & Simonson.
 Real estate negotiator....Edward S. Judd.
 Real estate investigators..Edward S. Judd, I. E. Macomber.

SEVEN PINES, VA.

Office staff:

Bureau architect.....W. S. Painter.
 District town planner....S. H. Hare.
 District engineer.....P. E. Green.
 Project manager.....H. D. Belcher.
 Real estate investigator...Wm. M. Garland.

Field staff:

Architect.....Butler & Rodman.
 Town planner.....J. S. Pray.
 Engineer.....Farley Gannett.
 Contractor.....Owen, Ames, Kimball Co.
 Works superintendent...H. S. Falconer.
 Cost engineer.....W. Kinney.
 Field auditor.....T. A. Kerner.
 Disbursing officer.....Ernest W. Schuler.
 Counsel.....Munford, Hunton, Williams & Anderson.
 Real estate negotiator....W. P. Blanton, R. H. Wilkison.

SHARON, PA.¹

Office staff:

Bureau architect.....George F. Blount.
 District town planner....T. G. Phillips.
 District engineer.....W. Kiersted.
 Project manager.....A. A. Browne.
 Real estate negotiator....L. W. Monteverde.

Field staff:

Architect.....Geo. H. Schwan.
 Town planner.....A. S. DeForrest.
 Engineer.....Blum, Walden & Co.
 Contractor.....Sharon Building Co.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

SHARON, PA.—continued.

Field staff—Continued.

Works superintendent.....J. W. Rudolph.
 Cost engineer.....C. A. James.
 Field auditor.....Geo. S. Mabey.
 Disbursing officer.....C. J. Bishop, Wm. M. Crockett.
 Counsel.....Wallace C. Leffingwell.
 Real estate investigators...Henry P. Haas, Edward A. Lovely.
 Real estate negotiator....L. W. Prince.

SOUTH AMBOY, N. J.¹

(Ernstson.)

Office staff:

Bureau architect.....W. S. Painter.
 District town planner.....S. H. Hare.
 District engineer.....C. E. Henderson.
 Project manager.....J. B. Hamme.

Field staff:

Architect.....W. S. Painter.
 Town planner.....J. S. Pray.
 Engineer.....Robinson & Wagner.
 Contractor.....Irvington Lumber & Door Co.
 Field auditor.....M. J. White.
 Disbursing officer.....Edw. Rommel.
 Counsel.....Jos. E. Stricker.
 Real estate investigator...C. B. Griffen.
 Real estate negotiator....R. R. Blair.

SOUTH BEND, IND.¹

Office staff:

Bureau architect.....W. S. Painter.
 District town planner.....C. H. Ramsdell.
 District engineer.....K. Allen.
 Project manager.....G. W. Ritchie.

Field staff:

Architect.....J. W. Cross.
 Town planner.....Ralph M. Weinrichter.
 Engineer.....William Artingstall.
 Counsel.....Anderson, Parker, Crabill & Crum-
 packer.
 Real estate investigator...E. E. Rogers.
 Real estate negotiator....R. R. Blair.

STAMFORD, CONN.¹

Office staff:

District town planner....S. Child.
 District engineer.....G. T. Prince.

Field staff:

Architect.....J. W. Cross.
 Town planner.....A. A. Shurtleff.
 Engineer.....W. G. Clark.
 Counsel.....Peter T. Dondilinger.
 Real estate investigator...C. B. Griffen.

STATEN ISLAND, N. Y.¹

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner....T. G. Phillips.
 District engineer.....P. E. Green.
 Project manager.....R. I. Dodge.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

STATEN ISLAND, N. Y.—continued.

Field staff:

Architect.....Delano & Aldrich.
 Town planner.....A. F. Brinkerhoff.
 Engineer.....C. S. Pollock.
 Contractor.....Bing & Bing.
 Works superintendent....Frederick Kloepfer.
 Cost engineer.....M. F. Gahan.
 Field auditor.....C. G. Helgren.
 Disbursing officer.....J. J. Reilly.
 Counsel.....Albert B. Kerr.
 Real estate investigators..R. I. Dodge, C. A. Clunet.
 Real estate negotiator....L. W. Prince.

TULLYTOWN, PA.

Office staff:

Bureau architect.....W. S. Painter.
 District town planner....T. G. Phillips.
 District engineer.....C. E. Henderson.
 Project manager.....H. L. Winslow.

Field staff:

Architect.....G. G. Phillips.
 Town planner.....P. W. Foster.
 Engineer.....C. E. Henderson.
 Disbursing officer.....Ordnance Department.
 Counsel.....Roberts, Montgomery & McKee-
 ham.

WASHINGTON BUREAU OF STANDARDS (54-F).¹

Office staff:

District town planner....A. C. Comey.
 District engineer.....A. Bowman.

Field staff:

Architect.....Donn & Deming.
 Town planner.....A. C. Comey.
 Engineer.....James H. Starkey.

WASHINGTON DORMITORIES.¹ (Twenty-first and B Streets—54C.)

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner....T. H. Desmond.
 District engineer.....C. A. Bowman.
 Project manager.....W. B. Willis.
 Real estate negotiator....L. W. Monteverde.

Field staff:

Architect.....Waddy B. Wood.
 Town planner.....T. H. Desmond.
 Engineer.....C. A. Bowman.
 Contractor.....Moss, Taylor & Crawford.
 Works superintendent....P. R. Hooton.
 Cost engineer.....H. H. Powell.
 Field auditor.....E. M. Sunderland.
 Real estate negotiator...W. W. Stuart, W. H. Moor.

WASHINGTON GOVERNMENT HOTELS (54-ABD).

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner....T. H. Desmond.
 District engineer.....C. A. Bowman.
 Project manager.....W. B. Willis.

¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

WASHINGTON GOVERNMENT HOTELS—continued.

Field staff:

Architect.....Waddy B. Wood.
 Engineer.....Edw. N. Friedman.
 Contractor.....Geo. A. Fuller Co.
 Works superintendent.....J. A. Lockie.
 Cost engineer.....William H. Hunt, A. S. Brainard.
 Field auditor.....E. M. Sunderland.
 General manager.....Jas. Weaver, Harlean James.

WASHINGTON HOUSES.¹ (South Capitol Street.—54G.)

Office staff:

Bureau architect.....J. H. Stone.
 District town planner.....A. C. Comey.
 District engineer.....C. A. Bowman.

Field staff:

Architect.....Schenck & Mead.
 Town planner.....A. C. Comey.
 Engineer.....C. A. Bowman.

WASHINGTON NAVY YARD. (Temporary barracks—27C.)

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner.....A. C. Comey.
 District engineer.....C. A. Bowman.
 Project manager.....P. G. Cooper.
 Real estate negotiator.....I. Kellner.

Field staff:

Architect.....James A. Wetmore.
 Town planner.....A. C. Comey.
 Engineer.....F. C. Weller.
 Contractors.....R. G. Collins, Richardson & Burges.
 Works superintendent.....W. R. Woolley.
 Cost engineer.....W. J. Bissell.
 Field auditor.....M. J. Friedman.
 Real estate investigator...United States Navy.
 Real estate negotiator.....W. H. Moor.

WASHINGTON NAVY YARD.¹ (Houses—27B.)

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner.....A. C. Comey.
 District engineer.....C. A. Bowman.
 Project manager.....P. G. Cooper.
 Real estate negotiator.....I. Kellner.

Field staff:

Architect.....Ray & Waggaman.
 Town planner.....A. C. Comey.
 Engineer.....F. C. Weller.
 Contractor.....R. G. Collins.
 Works superintendent.....W. R. Woolley.
 Cost engineer.....W. J. Bissell.
 Field auditor.....J. W. Ridenour.
 Real estate investigator...United States Navy.
 Real estate negotiator.....W. H. Moor.

WASHINGTON NAVY YARD.¹ (Apartments—27A.)

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner.....A. C. Comey.

Field and office staffs for U. S. Housing Corporation projects—Contd.

WASHINGTON NAVY YARD—continued.

Office staff—Continued.

District engineer.....C. A. Bowman.
 Project manager.....P. G. Cooper.
 Real estate negotiator.....I. Kellner.

Field staff:

Architect.....York & Sawyer.
 Town planner.....A. C. Comey.
 Engineer.....F. C. Weller.
 Contractor.....R. G. Collins.
 Works superintendent.....J. A. Lockie.
 Cost engineer.....Wm. J. Bissell.
 Field auditor.....J. W. Ridenour.
 Real estate investigator...United States Navy.
 Real estate negotiator.....W. H. Moor.

WASHINGTON STEEL AND ORDNANCE (54D).¹

Office staff:

Bureau architect.....T. B. Lippincott.
 District town planner.....A. C. Comey.
 District engineer.....C. A. Bowman.
 Project manager.....W. B. Willis.

Field staff:

Architect.....Milborn, Heister & Co.
 Town planner.....A. C. Comey.
 Engineer.....James H. Starkey.
 Field auditor.....Alfred Price.
 Real estate investigator...C. A. Clunet.
 Real estate negotiator.....C. A. Clunet.

WATERBURY, CONN.

Office staff:

Bureau architect.....J. H. Stone.
 District town planner.....S. H. Hare.
 District engineer.....G. T. Prince.
 Project manager.....R. A. McCulloch.

Field staff:

Architect.....Murphy & Dana.
 Town planner.....F. B. Hinchman.
 Engineer.....Geo. W. Fuller.
 Contractor.....Tracy Bros. Co.
 Works superintendent.....W. C. Brennan.
 Cost engineer.....G. M. Wilkison, H. J. Maloney.
 Field auditor.....L. L. Cook.
 Disbursing officer.....C. C. Currier.
 Operating representative..John P. Egan, James J. Owens.
 Counsel.....T. F. Carmody.
 Real estate negotiator...Charles E. Glover.
 Real estate investigator...Thos. Bradley.

WATERTOWN, N. Y.

Office staff:

Bureau architect.....A. H. Gilkison.
 District town planner.....A. C. Comey.
 District engineer.....P. E. Green.
 Project manager.....C. W. Wright, C. V. Badger.

Field staff:

Architect.....Davis, McGrath & Keissling.
 Town planner.....F. Vitale.
 Engineer.....E. W. Sayles.
 Contractor.....E. K. Fenno.
 Works superintendent...J. J. Thomas, E. C. Cronk.
 Cost engineer.....Wm. J. Bissell, B. Wilk.

¹ Project canceled after armistice.¹ Project canceled after armistice.

Field and office staffs for U. S. Housing Corporation projects—Contd.

WATERTOWN, N. Y.—continued.

Field staff—Continued

Field auditor.....L. Kleingunther.
 Disbursing officer.....A. C. Morse.
 Operating representative..C. D. Kolff, Henry A. Tansey.
 Counsel.....Purcell, Cullen & Purcell.
 Real estate negotiator.....Fenton M. Parke.
 Real estate investigators...George N. Brown, E. J. Murphey.

WATERVLIET, N. Y.¹

Office staff:

Bureau architect.....J. H. Stone.
 District town planner....T. G. Phillips.
 District engineer.....P. E. Green.
 Project manager.....H. W. Martin.

Field staff:

Architect.....Stanton D. Lee.
 Town planner.....William H. Punchard.

¹ Project canceled after armistice.*Field and office staffs for U. S. Housing Corporation projects—Contd.*

WATERVLIET, N. Y.—continued.

Field staff—Continued.

Engineer.....John Flynn, jr.
 Contractor.....Central Building Co.
 Cost engineer.....N. W. Strait.
 Counsel.....Tracy, Cooper & Townsend.
 Real estate negotiator....O. W. Clark, W. H. Moor.

WOODBURY, N. J.

Office staff:

Bureau architect.....R. H. Jordan.
 District town planner....S. H. Hare.
 District engineer.....C. E. Henderson.
 Project manager.....H. L. Winslow.

Field staff:

Engineer.....Remington & Vosbury.
 Disbursing officer.....Ordnance department.
 Counsel.....John Boyd Avis.

APPENDIX IV.

PRELIMINARY INVESTIGATIONS DIVISION.

PRELIMINARY INVESTIGATIONS DIVISION, APRIL 1, 1918, TO AUGUST 15, 1918.

Preorganization activities—The problem—Organization and relation to other departments—Scope and functions—Basic principles—Method of procedure—Suggestions to field investigators—The report—The staff conference—Final investigation.

STATISTICAL DIVISION, JUNE 1, 1918, TO AUGUST 15, 1918.

Organization and policy—Working methods—Preparation of questionnaires—Selection of cities for investigation—Compilation of statistics from the questionnaires.

DIVISION OF SURVEYS AND STATISTICS, AUGUST 15, 1918, TO DECEMBER 2, 1918.

Steps leading to establishment of division—Organization of Joint Board on Industrial Surveys—Instances of a few appropriations made unnecessary by several Government departments as a result of information obtained through surveys conducted by this division.

PREORGANIZATION ACTIVITIES.

During the months immediately preceding the passage by Congress on May 16, 1918, of an act providing for "Housing for war needs" substantial progress had been made toward determining the housing conditions and needs of the country in connection with emergency war work. These studies were made by Mr. Eidlitz, of the Council of National Defense, assisted by a little group of volunteers who had enlisted under his leadership.

The information thus obtained was naturally preliminary and purely tentative in character. Virtually the only material available when the investigations were started was that obtained during the preceding summer by Mr. Philip Hiss and Miss Harlean James, who of their own initiative, had visited a number of the most important industrial centers east of Chicago, and in December, 1917, had prepared a report, with recommendations. This information was supplemented by a list, compiled by the National Housing Association, of the cities and towns in which housing problems were known or supposed to exist, as a result of rapidly increasing war activities.

During these early months cordial relations were established with the War and Navy Departments, and informal meetings were held several times a week, at which Mr. Eidlitz and his unofficial staff discussed, with Mr. George H. Dorr, representing the Army, and Rear Admiral H. H. Rousseau, representing the Navy, the various phases of the industrial housing situation.

During this period such few field investigations as were undertaken were for the most part made by special agents appointed by Mr. Eidlitz and reporting directly to him.

THE PROBLEM.

The essence of the problem confronting this informal committee in these early days was the same as that which confronted the Housing Bureau later, and, stated in its simplest terms, was to determine which of the congested industrial communities were of the most vital importance to the Government in carrying out the war program. After May 16, when the first appropriation became available, the major problem was to determine how to distribute the limited and altogether inadequate funds among these plants and communities in such a way as to produce the most far-reaching results in speed, quantity, and quality of output.

When the organization of the bureau was completed it became the purpose and function of the Preliminary Investigations Division to obtain, discuss, and present for the consideration and action of the director and staff the essential facts arising in connection with each particular application for help and advice.

It was no easy matter to secure definite and reliable information regarding the location, character, amount, importance, and urgency of the various Government contracts for war material. The required information was so widely scattered, nearly every bureau or division of the Army and Navy being interested, that no one person or group of persons in either department, or elsewhere, was in a position to give authoritative advice regarding the relative importance of the work being done under the control of the various war agencies. For some time, therefore, the bureau was seriously handicapped, and had to base its conclusions and recommendations primarily upon conditions which it found and information which it obtained in the plants and communities investigated, supplemented by such further facts and advice in

connection with the particular plant or community under consideration as could be obtained from the officials in Washington of the Department of Labor, the Army, the Navy, the Council of National Defense, or the War Industries Board.

This method of procedure was cumbersome and unsatisfactory, and often led to irreconcilable facts or differences of opinion which hindered and delayed the work of preliminary investigations, and thereby the action of the bureau.

ORGANIZATION AND RELATION TO OTHER DEPARTMENTS.

In time, however, arrangements were perfected whereby the officials of the War and Navy Departments were permanently represented in the Housing Bureau by deputies who, by means of daily consultations with the various bureaus and divisions of the Army and Navy immediately interested, undertook the responsibility of determining priority ratings in connection with the plants and communities appealing for help to the bureau, or directly to the Army or Navy. These applications were rated and reported to the bureau as of "A", "B", "C", or "D" importance, and so far as possible were investigated and reported upon by the Preliminary Investigations Division in the order of their importance as thus determined.

Much of the information obtained was of so confidential a character, and the recommendations of the bureau were so far-reaching and involved such large amounts, that it early became apparent that the investigations should be confined to as few persons as possible, and that these should be selected with the utmost care, and should include only persons of large experience, trained judgment, and proved reliability.

At no time did the Preliminary Investigations Division, as such, number more than six persons, including the manager and his secretary. Later on, however, when the secondary or final investigation teams were organized, the number of field investigators was considerably increased, and toward the end, when the work of preliminary investigations was virtually completed, and the division undertook, at the request of the Government, to investigate and report upon the possible conversion of plants from nonessential to essential war industries, its personnel increased under Mr. Guerin to over 160.

Another potent reason for confining the work of preliminary investigating to a few individuals was the fact that in this way only was it possible to secure results uniformly considered and presented, and thus to reach a reliable comparison of the conditions and claims of the various plants and communities investigated.

In view of the many-sided character of the problems to be considered, and of the fact that very little systematic thought had heretofore been given to such problems, and that such study as had been undertaken had, for the most part, been done by architects, or under their general direction, it seemed a fair assumption that, all things considered, the trained and experienced architect was better qualified than anyone else to examine the complicated facts and to reach reliable conclusions which would be useful to the bureau. Acting upon this assumption most of the investigators and special agents selected for employment by the division were architects.

SCOPE AND FUNCTIONS.

The scope and functions of the Preliminary Investigations Division as originally defined and as approved by the director were as follows:

The Investigating Division shall consist of a chief investigator (later called the manager of preliminary investigations) and such assistants (field investigators, etc.) as may be necessary.

It shall be the duty of this division, upon the request of the director, to make preliminary investigations of the housing and transportation conditions and needs of such cities, towns, and plants as may apply to the bureau for help or advice, and of such Government plants (arsenals, navy yards, etc.) as may be referred to it for investigation by the director or by the Department of Labor, the Army, or the Navy.

This investigation shall be made by the chief investigator or by such other member of the Investigating Division or special agent as may be designated by him or by the director. It shall take the form of a brief preliminary survey and written report, with recommendations, and it is intended to give the director, the staff, and the department immediately interested a comprehensive view of the situation.

In preparing this survey and report the investigator shall make a careful personal examination of the city, town, or plant under consideration, and for this purpose shall interview all such persons as in his judgment are in a position to give valuable and reliable information regarding the existing conditions and the war-housing needs of such city, town, or plant, and shall consult also such members of the Housing Bureau staff as the chief investigator may think desirable.

This report shall be made to the chief of the Investigating Division, who shall submit it with any alterations, comments, or recommendations that he may think desirable to the director, who at the proper time will discuss its contents with the members of the staff.

The director will then determine whether modifications or further investigations are necessary, or desirable, and if so, the character and scope of such modifications or investigations and by whom the latter shall be made.

When the amended preliminary report has been approved by the director, and by any department or departments of the Government immediately interested, its recommendations will be submitted by the director to the Secretary of Labor for his approval or disapproval. If the proposed plan of relief is approved, it will then be turned over to the production manager (later called the manager of construction), who will arrange for a detailed study of the problem and for the carrying out of the general recommendations by the various bureau divisions or staff members interested, in conjunction with the architect selected to design and supervise the work.

The Investigating Division shall keep a complete list of all applications received for investigation, help, or advice; and whenever possible shall determine by reference to the proper Government officials, as well as by correspondence with the local authorities and the manufacturers engaged in the production of war products, the relative importance and urgency of each application, so that the investigations may be undertaken in their order of importance to the Government.

This program was closely adhered to, although as the work of the bureau developed, minor changes were introduced, and the division was called upon to assume new responsibilities. The main function of the division was, of course, to determine whether in a given locality a housing problem existed, and if so, in what way the situation could best be relieved, and what the proposed relief would cost. The tentative allotments were based upon its recommendations, although its suggestions regarding location, character, and amount of housing, etc., needed were reviewed and sometimes modified by the more specific findings of the secondary or final team reports.

Later the division became responsible for the preparation and presentation of the data on which were based the budgets submitted to the Committees on Appropriations of Congress. These budgets showed in detail the location of the various projects, their products, the Army and Navy rating, the total number of employees before the war, the present number of employees engaged on war work, the additional number required (men and women), the monthly turnover, the total number of employees estimated as necessary after the war, the number of employees to be accommodated otherwise than by housing (by saturation, transportation, etc.), the indicated need for new housing, the type required and estimated cost, the immediate construction recommended and its estimated cost, the indicated deficiency to be made up as far as possible from further appropriations, etc.

Soon after the organization of the bureau all problems arising from inadequate transportation facilities were placed under the care of a special Transportation Division, and the consideration and acquisition of sites were referred to the Real Estate Division, which always worked in close cooperation with the Preliminary Investigations Division, as did also the Statistical Division and the Homes Registration and Information Division. The chiefs of these last three divisions and the executive secretary held frequent meetings to discuss and pass upon questions of policy and other problems arising in connection with preliminary investigations before the final reports were submitted, with recommendations, to the director and staff.

Later, when the list of places to be investigated was nearly exhausted, the Preliminary Investigations Division, at the request of the Government, undertook

the preparation of a list of places in which housing conditions were not intolerable and where there existed adequate power, suitable transportation, and a surplus of labor in combination with manufacturing or plant facilities capable of being converted to war use. Still later, under the new title of the Division of Surveys and Statistics, and the management of Mr. Guerin, the division, with the cooperation of the War Industries Board, greatly enlarged its scope and personnel to include investigations and reports on the possible conversion of plants throughout the country from nonessential, or less essential, to essential work, as judged from the point of view of the war.

BASIC PRINCIPLES.

Soon after the definite organization of the bureau it became evident that some definite principles should be laid down, fixing, within certain defined limits, the character and amount of work which it should authorize or undertake in a given locality.

It was finally determined that, as a general rule, the amount of new industrial housing authorized by the bureau in any existing locality should not exceed the difference between the amount actually existing and that which would have existed had the normal growth not been interfered with by the war, assuming, further, a total duration of war conditions for a period of five years. This rule was not applied in the case of certain important industrial centers which were selected as preeminently suited for intensive war production, such, for instance, as Newport News and Bethlehem, nor in connection with new communities, such as shell and bag-loading plants, when these were brought into being solely as war necessities, predicated to abandonment or destruction at the close of the war.

It was also determined that the policy of the bureau should be to resort to building only when other means of relieving congestion and reducing the excessive labor turnover had been exhausted, such, for instance, as the discovery and proper listing of existing vacancies, the acquisition of existing hotels, institutions, or other buildings suitable for housing purposes, or the conversion of buildings for this purpose, the extension of the field of available housing in the vicinity of a given industrial center by the introduction of better means of transportation, etc., thus opening up new housing in outlying sections or near-by communities, the encouragement of local builders and capitalists to undertake necessary housing operations by securing for them preferential rates on materials and deliveries.

As the work of the bureau developed the importance was realized of bringing about a wider and more logical distribution of war contracts by withholding

new contracts, and thus additional housing construction, in all greatly overcongested manufacturing centers and the gradual conversion, within predetermined limits, of plants engaged in the manufacture of less essential to the manufacture of more essential war products, thus in a given community releasing workers on nonessentials for employment on war essentials without the necessity of providing additional housing. This far-reaching and difficult problem was under active investigation and consideration by the enlarged Division of Surveys and Statistics at the time the armistice was signed, and the activities of the bureau were suddenly curtailed.

To sum up briefly, it was determined that new houses should be built only when congestion and the excessive labor turnover could not properly be relieved by quicker and less expensive means. When new housing was undertaken by the bureau, the amount provided was always conservatively fixed, rarely exceeding one-half of the indicated need—a method of procedure dictated not so much by conservatism as by the inadequate amount of the available appropriations.

METHOD OF PROCEDURE.

During the preorganization period, and in the early days of the bureau's operation, questionnaires were prepared and distributed to all applicants for help. Delegations representing the municipal authorities, civic bodies, philanthropic organizations, transportation companies, banks, manufacturers, and leading citizens of the various communities seeking war housing or transportation help were received at the bureau. Their arguments were carefully considered and noted by the executive secretary, and questions were asked intended to supplement the information already available or to be obtained by the preliminary investigation. These conferences were arranged for by the manager of the Preliminary Investigations Division, who usually presided. Other members of the staff often took part in these hearings, which were useful in outlining the problem and indicating the local sources of information.

Applications for investigation, advice, or help, when received by the bureau from individual plant owners or communities, were acknowledged and at once referred in writing for rating to the liaison officer of the Army or Navy in charge of housing. When the rating was received, if it justified an investigation, an executive order was issued by the director, a date was set, and a field investigator assigned to the work. In most cases, the places rated "A" were examined and reported upon within a week after the receipt of the formal request from the department interested. Places rated "B" and "C" were usually reported

upon within two or three weeks. In the case of a few remote projects, such as the Mare Island and the Puget Sound Navy Yards, investigations were arranged for by correspondence, and were made by local agents selected by the bureau. In a few other instances nearer home, especially in the beginning, the investigations were made by local architects selected by the bureau, and their findings were afterwards checked by the investigators of the Preliminary Investigations Division or by one of the final investigating teams.

Usually a field investigator was assigned to investigate and report upon a single locality at a time, but where there were several localities to be investigated in the same neighborhood, especially when the neighborhood was remote from Washington, two or more investigations were often covered on the same trip.

After the date had been set for a particular investigation, notices were sent to the Army and the Navy and to the Emergency Fleet Corporation, so that, if interested, they might arrange to have representatives present at the time of the preliminary investigation. This opportunity was generally availed of only in cases where the Army and Navy were jointly interested, or where the Emergency Fleet Corporation was interested in transportation or other problems affecting the bureau's work.

The Real Estate Division was also notified at once, and a "scout report" on local values was obtained from the nearest local real estate representative of the bureau.

The subsequent procedure, both in Washington and in the field, is briefly stated in the following official "Suggestions to Field Investigators," used by the division, and as this procedure covers the most important phase of the division's activities it is quoted *in extenso*:

SUGGESTIONS TO FIELD INVESTIGATORS.

The purpose of the preliminary investigation is to determine the importance to the war program of the particular plant or community under investigation; whether its output is limited by lack of labor, by an excessive "turnover," or by abnormally low attendance, and if so, whether these conditions are due to shortage of houses, or inadequate transportation facilities which would justify this bureau in recommending an appropriation.

The following suggestions are not intended to be complete nor is it expected that they will be found applicable in all particulars to all plants investigated. Navy yards, arsenals, and other Government plants, of course, have no commercial contracts, whereas private plants engaged in Government work may carry a considerable amount of commercial work as well. The completeness with which the suggested subjects are to be covered will depend upon the amount of time allotted to the particular investigation and the judgment of the investigator. Any information which will help the bureau to understand the nature and extent of the local housing problem, if one exists, should be included in the preliminary report.

The attached syllabus has been prepared for the purpose of securing some sequence and uniformity in the subject matter

presented in the preliminary reports and to insure against the omission of data needed to reach a decision. In general the order of the main headings should be followed. The subheadings are intended as an analysis of the subject and need not prevent the investigator from grouping the facts in a different order.

PROCEDURE IN WASHINGTON.

A preliminary investigation will ordinarily be undertaken only upon the request or with the indorsement of the Department of War or the Navy. It will usually be possible to obtain from the department or bureau particularly interested some idea of the importance to the war program of the product of the plant under consideration, although in most instances this information will need amplification in the field.

The manager of the preliminary investigations will usually arrange an interview with the secretary of the department immediately interested, or his representative, at which the field investigator will be present. The opinion of such heads of departments concerning the present importance of the product in the war program, and the probable size and importance of the plant after the war, should be noted in some detail, and should be considered as confidential.

If there is any information on file in the bureau concerning the plant to be investigated it should be read and necessary excerpts made, including photographs of important explanatory maps, etc. This information should be obtained through the reference librarian, who will usually be able to supply a digest of the important facts, concerning not only the plant to be investigated but also the locality in which it is situated.

In the case of Government plants, letters of introduction to the officials in charge will be obtained by the manager from the departments or bureau concerned. In the case of individual plants not under Government control letters of introduction will be written by the director of the Housing Bureau or the manager of preliminary investigations, who will also furnish the investigator with the name of a local real estate man, who should be consulted in connection with any real estate matters which may arise.

PROCEDURE AT THE PLANT.

On reaching the plant credentials should be presented to the commanding officer, or to the executive in charge, and the problem under investigation should be discussed with him in some detail. Afterward it is important that the investigator should talk with the paymaster or chief clerk, with the works manager, construction officer, the chief of the employment service, and with one or more representatives of the employees. Sometimes the local unions or employees' associations will be found to have housing or welfare committees, in which case the chairman or president of such committee should be interviewed regarding the attitude of the employees toward the housing and transportation situation; the prevailing types of houses, lots, and the locations preferred; costs, rents, etc.; and, in general, whether there is a preference for owning, hiring, or boarding. Any useful data secured through recent questionnaires distributed among the employees should be recorded.

The investigator should also make a general survey of the neighborhood, including adjacent towns or communities, and should usually secure information from the mayor or from some other representative of the city government. He should also interview representatives of the chamber of commerce and other civic or welfare associations; the secretaries of the Y. M. C. A. and the Y. W. C. A., and the representative of the charity organization society or its equivalent. Local health and building officials can also often furnish valuable information. Any other promising sources of information should also be investigated.

THE REPORT.

I. INTRODUCTION.

The report should be addressed to the manager of preliminary investigations, and should be as brief and straightforward as is consistent with an adequate presentation of the facts, arguments, and conclusions.

1. *Subject.*—The name of the plant and its exact location should be stated at the outset.

2. *Dates of investigations.*—The report should indicate the time of arrival and departure of the investigator and a brief summary showing how his time was spent in the locality.

The manager of preliminary investigations will determine in any given case the approximate time to be spent in making the investigation. If the investigator finds it impracticable to complete the investigation satisfactorily in the time set, he will notify the manager by telegram of the amount of extra time required.

3. *Scope.*—The scope of the problem which the bureau is investigating should be definitely stated.

4. *Sources of information.*—A list of persons consulted should be given, and, so far as practicable, the sources of specific information or opinion should be indicated.

II. THE PLANT.

1. *Location, etc.*—A word picture should be drawn of the plant in its setting, showing its location with respect to the community and its relation to near-by towns and suburbs. A map of the neighborhood and a plan of the plant should be secured, marked to show any important information, including transportation, and attached to the report as exhibits. The area of the towns should be indicated and also their population before the war and at the present time.

2. *The product.*—The information secured in Washington concerning contracts should be verified. The proportion of work, in quantity and value, for each department and bureau of the Government interested (including the Shipping Board), the direct war orders, and the amount of the commercial contracts should be given.

The articles manufactured should be specified in some detail.

The contract dates for delivery should be indicated, and the opinions of the plant officials should be secured concerning the probable dates of completion of existing contracts, (a) with the present force, (b) with the desired increase in force. In this connection the present volume and value of the output per month and the possible maximum with present plant and equipment should be stated.

This information is needed in determining the relative importance of the war work being done by the plant.

3. *Labor.*—The number of employees before the war, the increase since the war began, the present number, the number which it is expected to employ during the coming year, and the maximum which could be employed if the plant were operated to its full capacity should be stated.

Opinions should also be secured concerning the expected number of employees after the war. In a general way, the proportion of skilled and unskilled labor; of married and single men, and married men living away from their families; of male and female employees, white and colored, union and nonunion, should be stated.

Figures should be secured showing the "turnover" and attendance, and some analysis made to indicate the proportion among men leaving the plant or remaining away from work, of old and new employees, skilled and unskilled, etc., and the stated reason for leaving.

The number of working hours, the amount of overtime, and the number of shifts should be stated.

The method of computing wages, the process by which the wage scale is determined, and the average earnings of the principal classes of employees should be shown. A printed schedule of

wages paid can usually be obtained from the plant and should be attached to the report as an exhibit.

As reflecting the condition of the labor market, it will be interesting to note the methods used to secure labor—the proportion, if any, of the employees secured by civil-service agents, by advertisements, and through other agencies. The nature of the difficulties encountered in securing satisfactory labor will sometimes develop through these questions and may have a bearing upon the recommendations of the report.

4. *Housing.*—If congestion exists, an effort should be made to determine the date when housing was last adequate. In order to show the relation between increased population and decreased building, if these conditions exist, it is important to secure information showing the number of houses built annually under normal conditions and those built during the years 1915, 1916, and 1917, and those now under construction and contract.

Figures should be secured showing the approximate number of employees owning houses, those renting houses, those living in apartments, those boarding, and those living in hotels or barracks, together with an estimate of the numbers adequately and inadequately housed.

A special effort should be made to determine the extent of unused housing facilities in the community; sometimes vacant houses exist which are held for sale only or for rentals beyond the reach of the average employee. The existence of such houses should be noted, as well as any vacant houses out of repair which could be put in order for a few hundred dollars. Any suitable hotels or other buildings which could be converted into hotels or apartments should also be noted. In this connection local real estate men recommended by the Real Estate Division of the Housing Bureau should be consulted.

The investigator should ascertain whether a house-to-house canvass for rooms has been made, and by whom; how far the newspapers, churches, and civic bodies have used the patriotic appeal to citizens to take in war workers. Sometimes bathing facilities, fitted with lockers at the plant, will enable the men to clean up after the day's work, and thus open to them rooms in houses which would be closed to them had they applied in their working clothes.

The probable degree of absorption of the existing and proposed supply of houses by other plants in the neighborhood should be considered.

If the employees have made systematic efforts to solve their housing problems, a brief statement of these activities should be given.

Local opinions should be secured concerning the need for housing now and after the war. These should be checked by the investigator. In general the types of houses and lots preferred, and their approximate location, should be noted.

5. *Transportation.*—The transportation service connecting with the plant should be looked into with a view to determining whether an improved transportation would help to solve the existing housing problem.

A list should be made of the towns or communities near the plant, showing the distance from the plant, the method of transit, the time consumed by the employees going to and from work, and the fares charged. If possible, the principal routes should be indicated on the map accompanying the report.

Two main questions arise in this connection:

(a) Whether the available transit systems are being used to the full extent of their carrying capacity.

(b) Whether improved transportation would make more houses available.

There are a number of ways by which transportation may be made more useful at comparatively small expense. The rerouting of cars and universal transfers to secure more direct service to the plants; the placing of dispatchers at congested centers and at

loading points in order to reduce the headway to the actual time required for loading; the establishment of ticket-selling stations at the plants, and skip stops are all improvements within the power of the transportation companies. The plants, on the other hand, may often contribute to better service by staggering their hours. In some cities, in order to carry the peak load, the plants have furnished extra men at their own expense to run the cars at a set price per hour.

In some cases it may be necessary to increase the number of cars, or even the trackage, to provide adequate service to the plants. Double loops at the plant terminals will make it possible to load more cars in a given time.

Unless a special transportation survey by the bureau is under way, the investigator should ascertain generally the nature and extent of the transportation problem, how far the suggested remedies have already been applied, and whether there is sufficient promise of relief through better transportation to justify a transportation survey.

III. COMMUNITY CONDITIONS.

It will be very helpful if the investigator can prepare a brief summary of the existing community conditions, including the total number of industrial workers in the town, the proportion of war work to the total output, its character, and number of skilled and unskilled workmen, and in a general way their nationalities, etc.

As in different parts of the country customs vary greatly regarding the method of housing industrial workers, the types and construction of the houses, the size of the lots, etc., the investigator should collect such data under these heads as will be useful to the various divisions of the bureau, including information regarding materials commonly used in the neighborhood, those available, relative cost, etc. In this connection he should note any apparently unjustified local prejudice against certain building materials. The prices of typical houses and lots in normal times and at present should also be noted. The typical block and lot dimensions should also be indicated.

IV. SITES.

A brief investigation should be made of the available building sites, especially those recommended by local officials. In this connection it will usually be desirable to consult the local real estate men recommended by the Real Estate Division of the bureau; no other real estate men should be consulted.

A statement should be made showing their accessibility to the plant, their area, and whether they are provided with streets, sidewalks, curbing, sewers, water, light, etc. If the plots are not laid out or graded, the attitude of the community government toward providing these utilities should be ascertained. (These inquiries were later assigned to the Engineering Division and were usually made at the time of the final survey.) It may be useful to the bureau if information can be secured concerning the standing of local architects, contractors, and engineers. Special mention should be made of any contractors or builders who are prepared to undertake housing construction on their own account in case preferential deliveries of materials can be arranged. Investigators should not discuss the policies of the department concerning the selection of architects, engineers, or contractors.

V. CONCLUSIONS.

The conclusions should be briefly summarized. The net labor needs of the plant should be stated. Before new houses are recommended the investigator should state how far existing houses, hotels, or other buildings and improved transportation could be utilized to solve the housing problem.

The comparative necessity for permanent and temporary housing and the number of employees it is thought ought to be provided with each type should be stated.

The conclusions should take the form of a summary statement of the problem, suggestions showing the lines along which it is thought progress could best be made, and recommendations as to whether further detailed surveys on certain important phases of the problem are needed.

The investigator should finally state definitely whether, in his opinion, Government aid should be granted—in what ways, and, approximately, to what amount.

(The above suggestions were accompanied by an outline or syllabus prepared for the convenience of the field investigators. This has been omitted here.)

THE STAFF CONFERENCE.

On his return to the bureau, and before the preparation of his written report, the field investigator was given an opportunity of discussing his findings and proposed recommendations with the manager, and sometimes with the subcommittee of the staff, composed of the managers of the Divisions of Home Registration and Information, Transportation, and Statistics, the executive secretary and the manager of the Preliminary Investigations Division, who was chairman. This often enabled the field investigator to clarify his own ideas in regard to the problem and gave him the benefit of the broader experience of the members of the staff immediately interested.

The preparation of the final report, the main headings of which generally followed the syllabus supplied to the investigator, usually occupied one or two days. It was preceded by a brief statistical statement submitted in tabular form, and was accompanied by a general plan of the community investigated, detailed plans of the more important individual plants, and often by photographs showing types of local industrial houses, buildings available for alteration, etc. It was usually supplemented by appendices giving interviews, newspaper clippings, and other collateral information of interest to the different divisions of the bureau in connection with the subsequent development of the problem, but too long to be read and discussed with advantage with the body of the report at the staff meeting.

The report was addressed to the director and was accompanied by a brief letter of transmittal written by the manager summarizing the essential findings of the investigator, and, when called for by the circumstances, recommending specific action and a tentative allotment from the general appropriation. The report was read and discussed at length at a staff meeting called for the purpose, presided over by the director or assistant director, and at which the War Department and the Navy were represented by their respective liaison officers or their bureau representatives. The field investigator submitting the report

was present and took part in the discussions. Such allotment and recommendations, if any, as were decided upon were then formally submitted by the director to the Secretary of Labor, accompanied by a copy of the report of the Preliminary Investigations Division, and, if approved, the allotment was entered in the tentative budget of the bureau, and the other recommendations of the report were turned over to the production manager for final checking and for the preparation of the necessary drawings, specifications, etc., by the bureau, in conjunction with the architect selected to design and superintend the project. The submission of this report completed the work of the Preliminary Investigations Division, as such, although the manager was often called upon for information and advice in connection with the final investigation.

FINAL INVESTIGATION.

Before the final determination of the exact amount and character of housing or transportation to be provided in a given locality, and before the approval of the recommended site, a final investigation was made by a team composed of an architect, a town planner, an engineer, and a real-estate expert, representing these four divisions of the bureau and appointed by the production manager. These teams, of which there were five or six in operation at the same time, were organized after the list of localities covered by preliminary investigations had been practically exhausted. It was the duty of the members of each team to familiarize themselves with all phases of the problem under consideration. For this purpose, before leaving Washington, they carefully read the report of the Preliminary Investigations Division and usually discussed its recommendations with the manager of preliminary investigations, who suggested any further sources of information which might have become available either in the bureau or in the locality under investigation since the preparation of the report. They then received their final instructions from the production manager or his assistant, elected a chairman, and at the appointed time, in accordance with the schedule prepared by the Production Division, proceeded to make their field investigations, which usually occupied one or two days. Several field investigations were often undertaken on the same trip, especially when the localities investigated were remote from Washington. The report was written by the chairman on the return of the team to Washington. It was read and discussed at a staff meeting, where final action was taken, both as to the amount of the allotment, which was usually the same as that recommended by the Preliminary Investigations Division, and as to the exact location, character, and

J-2

H-2

H-2

H-2



J-2

H-3



BRIDGEPORT, CONN.
(Mill Green Tract.)
Type J-2, Semidetached Six-room Houses.
Types H-2 and H-3, Houses of Two Five-room Flats.
(See Vol. II, p. 130.)

K-1 K-5 K-5 K-1



K-4

K-2

K-2

K-2

K-2

K-4

K-2

BRIDGEPORT, CONN.

Type K-1, Five-room Row House.

Types K-2 and K-4, Six-room Row Houses.

Type K-5, Four-room Row House.

amount of the construction to be undertaken, which usually coincided closely with the recommendations of the Preliminary Investigations Division, but generally was more detailed and specific. The final recommendations as approved by the director and staff and by the representatives of the War Department and the Navy, unless modified by the Secretary of Labor, determined the definite allotment and formed the basis for the bureau and for the architect selected for the project in the preparation of the working drawings, specifications, and contracts.

The preliminary and final reports formed the basis of the project books, which contained also summaries of important letters and other documents on file in the bureau bearing upon each project. These books were prepared and kept up to date by the Division of Homes Registration and Information, and constitute a permanent record of facts in connection with each place investigated and each development undertaken by the bureau.

I. N. P. STOKES,
Manager, April 1 to August 15, 1918.

STATISTICAL DIVISION.

ORGANIZATION AND POLICY.

About two months after the Division of Preliminary Investigations was organized, it became evident that much more information concerning manufacturing plants and general community conditions was needed than could be supplied by the two or three days usually allotted to a preliminary investigation. Accordingly, about April 15, 1918, the Statistical Division was organized to procure this information. The work of this division was terminated August 15, 1918, when it was taken over by the Division of Surveys and Statistics. During the four months of its existence investigations were carried on in 48 cities.

The division consisted of the manager, Mr. C. W. A. Veditz, and one or two assistants. This staff, owing to the difficulty of securing competent assistance, was never large enough to carry out effectively the work planned. The work of this division was carried on entirely by means of questionnaires which were sent to selected industrial plants and to various city officials to be filled out. There were no investigations in the field.

WORKING METHODS.

The work of the division involved: (1) Preparation of questionnaires which were mailed to the war industries and civic agencies of cities reporting housing shortage; (2) compilation of statistics from the questionnaires which were returned from the various cities concerned.

PREPARATION OF QUESTIONNAIRES.

The questionnaires were drawn up as a result of conferences between the manager of the division; Dr. F. A. Cleveland; Messrs. R. P. Blake and H. W. Foster, of the Independence Bureau, Philadelphia; Miss H. James, executive secretary; and Mr. I. N. P. Stokes, manager of the Division of Preliminary Investigations in the Housing Bureau. The schedules used by the Independence Bureau, by the Emergency Fleet Corporation, and by the Bureau of Yards and Docks in their housing investigations were also consulted.

Two different questionnaires were designed. The first, called the "community schedule," covered the general community conditions, such as growth and population, school population, local banks and building associations, transportation facilities, etc. It was expected that the local chamber of commerce or a smaller organization in each community should refer parts of this questionnaire to those local agencies best able to supply the information sought. Thus, the parts relating to banks would be filled out by local banks; the parts on school population by the superintendent of schools, etc.

The second questionnaire was called the "individual establishment schedule or company schedule." Copies of this schedule were sent to all important manufacturing plants in the cities concerned. The questions covered the amount and kind of goods produced; the proportion under war contract; the duration of the war contracts; the number of employees, male and female, at specified dates; classification of employees by nationality and marital conditions; average monthly turnover of labor; wages and hours of labor; and weekly earnings. Several questions were asked concerning the existing housing of employees and the amount and kind of housing needed.

The questionnaires originally designed proved to be too long and complicated for quick use. Consequently, they were later simplified and shortened.

SELECTION OF CITIES FOR INVESTIGATION.

The cities selected for study included those in which the Housing Bureau had present or prospective housing or transportation projects. The Statistical Division made these studies only upon executive order from the assistant director. Upon receipt of such order the Statistical Division prepared a list of the principal manufacturing plants in the city and sent to each of them a copy of the individual establishment schedule. At the same time the community schedule was sent to some public body, such as the local chamber of commerce, board of trade, or housing committee.

COMPILATION OF STATISTICS FROM THE QUESTIONNAIRES WHICH WERE RETURNED FROM THE VARIOUS CITIES CONCERNED.

As the returns came in one by one from the several individual establishments a brief digest was prepared of the information furnished. Copies were supplied for the project books (see p. 112) and a copy was given to the assistant director. When the returns from any community were fairly complete a general statistical report was prepared. This report was also furnished

for the assistant director and the project books. A copy was also given to the Production Division to aid that division in determining the kind of houses to be built. Valuable data were furnished for this purpose by the statistics as to the number of laborers, the proportion of men and women, of native and foreign born, the amount of wages paid to each group, and the importance of such wage groups.

C. W. A. VEDITZ,

Manager, June 1, 1918, to August 15, 1918.

DIVISION OF SURVEYS AND STATISTICS.

STEPS LEADING TO ESTABLISHMENT OF DIVISION.

During June and July, 1918, it became apparent that the unrelated efforts of various Government departments to secure information concerning cities important for war industries were the cause of much duplication of work, much expense, much waste of time, and much irritation to the persons and corporations who were called upon to supply this information. Accordingly, on August 5, 1918, the director of the United States Housing Corporation proposed a Joint Board of Industrial Surveys, which should collect through one agency all the information required by the various Government departments. The scope of the proposed board is indicated in the following extracts from the letter of the director:

WASHINGTON, August 5, 1918.

To the several Government departments that may be concerned:

I respectfully call your attention to the conditions herein described and the plan of remedy proposed and request your approval and cooperation.

SUBJECT: Coordination of effort in acquiring essential information relative to industrial conditions and the prompt and efficient dissemination thereof to the various branches of governmental service.

1. This corporation, being charged with the duty of providing branches of governmental service (exclusive of the United States Shipping Board Emergency Fleet Corporation) with housing and passenger transportation facilities and service, has repeatedly had brought to its attention the fact that there exists no single centralized agency engaged in acquiring or disseminating information as to existing industrial conditions as they affect the coordinating of all Government activities.

2. Each governmental department is now and ever has been by itself through its various bureaus engaged in gathering information relative to its own particular needs, and thus each has to a certain extent overlapped and duplicated the work of the others, so that almost universally different departments have been engaged in obtaining the same information from the same sources at the same time.

3. There existing no method of disseminating the information so gathered from department to department or from bureau to bureau, much of the benefit which ought to and should result from such investigations is wholly lost.

4. This duplication of work and the failure to disseminate the information obtained results in needless wastage of man power, the useless expenditure of large sums of money, lack of coordination

between the several departments and between bureaus within the same department, and thereby vitally affects and retards the efficient prosecution of all governmental war activities.

5. The present methods of obtaining information, varying with each department and bureau and continuously calling upon the officials of industrial plants, and each inquiry being in large part a duplication of others, have so irritated and disgusted these busy men that they are now responding to inquiries for information in a loose, careless, and indifferent manner, and it is not too severe a criticism to say that it is laying an unjust and unwarranted burden upon the business men of the country.

6. This corporation is, and must necessarily continue to be, continuously engaged in gathering and keeping revised and up to date, for its own use, information relative to industrial conditions in every industrial section of the country. Much, if not all, of such information is equally essential to each and every department of the Government, and with a relatively small additional organization and expense this corporation could, at the same time it was engaged in gathering information for its own use, obtain the information adapted to the special needs of or as requested by such other department.

7. This corporation would thus be in a position to understand and expeditiously impart to all departments by regular and special reports the information thus gathered and collated by it.

8. The information so gathered by this corporation would be collated and kept on file and would thereby be instantly available upon application from any department or bureau, whether or not it had been previously reported to such department or bureau. This information would not only be available and valuable during the war period, but would be of even greater value in the industrial reorganization and expansion that will surely follow a world peace.

9. This corporation is charged with the responsibility of seeing that wherever industrial work is being done or contemplated for the Government, such housing and transportation facilities and service exist or are provided as will not hinder or impede efficient and expeditious production. It must therefore keep informed as to the supply of and conditions surrounding labor in every part of the country. It must not only keep informed as to what Government work is now being carried on, but also the character of new work and the time and place where it is contemplated to be performed, and it must also know the present productive industrial capacity of the country as well as that portion thereof that is most essential to the carrying on of the war. If this corporation is to do its work well, it must aid, where possible, in preventing work for one department from being assigned to a locality where labor, housing, or transportation conditions would interfere with existing production for some other department in same locality.

10. This corporation should also be kept fully informed by each department as to its probable or contemplated contracts for new or

additional material and its requirements or needs for additional labor in the production thereof.

11. If the plan above outlined be adopted, this corporation would, in effect, be a clearing house, collecting, receiving, compiling, and collating such information as has been mentioned, keeping it up to date and on file for ready reference and disseminating it from time to time by regular and special reports to the various departments and bureaus to which it would be of inestimable value.

12. The plan above outlined involves, first, a general industrial survey and is essential to the various departments, and among others, for the following reasons:

TO THE UNITED STATES HOUSING CORPORATION (BUREAU OF INDUSTRIAL HOUSING).

(a) If the shifting of labor from less essential to essential industries can be arranged, it will in many cases be possible to overcome present housing shortages and existing transportation deficiencies.

(b) If labor is properly shifted, housing and additional or improved transportation facilities and service may be avoided where otherwise the same would be required.

(c) To show existing conditions of transportation facilities and additional requirements to meet present and future necessities and to improve or increase, as required, such existing facilities.

TO LABOR DEPARTMENT.

(a) In showing where war production may be speeded up by shifting labor or by adding additional laborers.

(b) In ascertaining sources of labor supply where no question of additional housing or transportation difficulties will attach.

(c) In furnishing information for the stabilizing of labor and the preventing of unregulated competition for services.

(d) In ascertaining the causes of, and suggesting a remedy for, the prevention of excessive labor turnover.

(e) In furnishing data relative to the scale of wages in similar industries in various parts of the country.

(f) In furnishing information to enable the shift of labor from one industry to another in such a manner as to prevent disturbing labor conditions or unnecessary hindering or destroying the industry from which such draft is made.

TO THE WAR INDUSTRIES BOARD.

(a) In showing where war contracts can be advantageously awarded and where they should or should not be refused.

(b) In ascertaining the resources of manufacturing corporations not now usefully employed to the end that the same may be turned to useful or essential purposes.

(c) In ascertaining the names of industries to which priorities in the delivery of materials should be awarded or refused.

TO THE FEDERAL FUEL ADMINISTRATION.

(a) In ascertaining where priorities in the distribution of fuel should be made to help in speeding up the production of war essentials.

(b) In showing when and where fuel priorities should be refused.

(c) In furnishing data available for the conservation of fuel.

TO THE NAVY, ARMY, QUARTERMASTER, ORDNANCE, AIRCRAFT, AND COMMERCE DEPARTMENTS.

(a) In furnishing information as to when, where, and how capacity production can be obtained and maintained.

(b) In showing where and how less essential production can be displaced by essential production.

(c) In ascertaining the sections where new plants can be constructed without impeding or impairing the efficiency of present production.

(d) In locating plants now idle because of war conditions and capable of being utilized for the production of war essentials.

13. In addition to the special information that might be desired by the several departments, this corporation intends, for its own use, to conduct an intensive industrial survey throughout the country, the scope of which will, among other things, elicit information along the following lines:

(a) Labor requirements.

(b) Sources of supply of labor and material.

(c) Scales of wages (past and present).

(d) The necessity or advisability of importing additional labor or shifting local labor.

(e) The effect of importing or shifting labor upon existing housing and transportation facilities.

(f) The effect and desirability of granting and refusing priorities as to material, fuel, etc.

(g) Labor disturbances or unrest, their causes, etc.

(h) The present status and present and future requirements of housing and transportation facilities.

(i) The desirability of location and the distribution of new or the reallocation of existing war contracts.

(j) Other and additional information covering the several matters and things suggested under paragraph 12 hereof and not in this paragraph specifically mentioned.

14. The plan above outlined for the proper and efficient prosecution of the business of this corporation must be in large part followed by it.

This corporation can not properly fulfill its duties and responsibilities except that it receive the cooperation of the other departments as above indicated.

After all other questions have been considered and determined and before any department can safely or intelligently act in relation to any question involving war production it must finally ascertain from this corporation the essential facts relating to housing and passenger transportation.

This corporation has no interests that can in any manner conflict with the interests or business of any other department.

It therefore appears that this corporation is the logical agency to carry through the proposed plan.

15. The suggestion of the plan outlined above is made without intending to usurp any of the functions of other Government departments, but with the sole idea of so aiding and assisting in the coordination of effort and purpose on the part of all departments that they may, without duplication of effort or unnecessary expense, act as a unit in giving to the great cause, to the prosecution of which all are dedicated, the greatest productive capacity of which the country is capable.

ORGANIZATION OF JOINT BOARD ON INDUSTRIAL SURVEYS.

The War Labor Policies Board, adopting the suggestion of Mr. Eidlitz, authorized the creation of the Industrial Service Division of the Bureau of Labor Statistics, and charged it with the duty of acquiring on behalf of the various departments of the Government information in relation to every subject affecting industrial activities, including housing and passenger transportation facilities and services. This division was immediately organized (Aug. 15, 1918) and began the making of industrial surveys.

For various reasons, and especially for the purpose of effecting greater coordination of effort, the division was transferred to the United States Housing Corporation and became its Division of Surveys and Statistics.

As a result of this action, the United States Department of Labor, the Railroad Administration, the United States Shipping Board, Emergency Fleet Corporation, the War Department, the Navy Department, War Industries Board, Fuel Administration, and United States Housing Corporation, by their duly accredited representatives, formed the Joint Board on Industrial Surveys, composed of the following members:

Dean Edwin F. Gay, chairman, representing War Industries Board, War Trade Board, War and Navy Departments, Emergency Fleet Corporation, United States Railroad Administration, and United States Fuel Administration.

Mr. George N. Peek, representing War Industries Board.

Mr. Otto M. Eidlitz, representing United States Housing Corporation.

Mr. Felix Frankfurter, representing United States Labor Department.

The joint board determined that surveys should be conducted by (1) the Labor Department, acting through its local labor community boards; (2) the War Industries Board, acting through its regional organizations; and (3) the joint board, acting through the representatives of the Division of Surveys and Statistics. No surveys were made except on the order of the Joint Board.

DIVISION OF SURVEYS AND STATISTICS.—STAFF ORGANIZATION.

The staff of the division was organized as follows: Director of the division (Mr. William E. Guerin), confidential secretary to the director, chief clerk, managers of survey branch, utility branch, interdepartmental branch, and statistical branch.

The functions of the four branches are briefly described below.

Survey branch.—This branch included and had charge over and supervision of all preliminary investigations and industrial surveys; the control, supervision, and assignment of all men engaged in making industrial surveys and preliminary investigations; and the securing of assistance from civic and other bodies in making surveys.

Utility branch.—This branch had charge of the final negotiation and settlement for the United States Housing Corporation of all questions connected with public or private utilities.

Interdepartmental branch.—This branch had charge of and supervision over the establishment of relations with all the various departments of the Government desiring the services of this division; the obtaining of information as to the activities of investigating branches of other governmental departments or bureaus; the status of their efforts; the material on

hand and available; the manner in which it was collected; the character of the information and data; the assistance of this division in avoiding duplication of effort in securing information and statistics.

Statistical branch.—This branch had charge of the collection and compilation of all information and data gathered by the survey branch, including the digestion and compilation of the decisions and adjustments of labor difficulties; the recording of information and data obtained from other departments and branches; the keeping of the fiscal records of this division and the record of appointments and recommendations; the preparation of all reports to be published or furnished by this division to other Government departments; all files containing information and data above outlined; and generally the supervision of the statistical work of the division. The survey and the statistical branches were merged on September 7, 1918.

METHOD OF WORK.

The procedure followed in the inception and conduct of the work of industrial surveys was as follows:

1. A request for the same would be made to the United States Housing Corporation by the Army, Navy, or some other governmental department.

2. Upon receipt of such request, the Housing Corporation would issue its so-called "executive order," directed to the manager of this division, ordering a survey to be made.

3. This "executive order" was thereupon called to the attention of the joint board which, after considering the evidence offered by the Housing Corporation with reference to the necessity therefor, either approved or disapproved the request.

4. If the request was approved, the chief of the resources and conversion section of the War Industries Board and the chief of the Department of Labor having charge of the local labor community boards issued instructions to their respective representatives in the district to be surveyed to the effect that they were to assist in making of such survey in the following manner: The regional organization was to distribute and collect questionnaires from all manufacturers; the local labor community boards were to take an actual census of labor, collecting questionnaires from all employers of labor in the district surveyed, except from manufacturers the survey of whose labor was conducted by the regional organization.

5. On the day assigned for the commencement of the survey, one or more representatives of this division went to the community being investigated, met the regional adviser of the War Industries Board and the chairman of the local labor community board, advised and directed in the formation of the necessary organization of such work, and appointed

special committees to canvass the community and ascertain all necessary information in relation to existing housing facilities, the adequacy or inadequacy of public utilities, such as street railways, interurban railways, freight facilities, wharfage, water transportation, sewers, gas, electric light and power, etc.

6. Upon completion of the survey the labor questionnaires were returned to the Bureau of Labor Statistics for compilation, and report thereof was made to this division, to be included in the final report of the survey. All other data were returned to the office of this division to be tabulated, compiled, digested, and embodied in the final report which showed the exact industrial conditions in the locality. Copies of this report were to be delivered to the various governmental departments interested therein. Upon the request of any department special reports were also to be made, giving such further and detailed information and data as might be requisite to the needs of such department.

The joint board further determined that the Central Bureau of Planning and Statistics, of which Dean Edwin F. Gay was chairman, should prepare all questionnaires to be used in the conduct of these surveys; that, so far as possible, these questionnaires should include all essential information required by the several departments represented on the joint board. Questionnaires thus prepared were used in making all industrial surveys.

The plan in no way involved the usurpation of the powers of any other Government department, but merely provided for the collection of all data upon which such departments might base their action, a digest report of the data obtained by such surveys being furnished to the several departments.

WORK ACCOMPLISHED BY THE DIVISION OF SURVEYS AND STATISTICS.

1. *Reports and recommendations as to Government projects.*—Expenditures by several governmental departments involving many millions of dollars have been either made or withheld in reliance upon the reports and recommendations of this division.

2. *Preliminary investigations.*—The division in the discharge of its duty made for the United States Housing Corporation preliminary investigations of the housing and passenger transportation requirements of certain Government contractors at the following named cities:

Belle, W. Va.
Belleville, N. J.
Bloomfield, N. J.
Broadwell, Ohio.
Buchanan, Mich.
Camden, N. J.
Dunkirk, N. Y.
East Orange, N. J.

Giant, Calif.
Grand Rapids, Mich.
Hegewisch, Ill.
Kings Mills, Ohio.
McKeesport, Pa.
McKees Rocks, Pa.
Marblehead, Mass.
Monroe, N. C.

Neville Island, Pa.
Niagara Falls, N. Y.
Norfolk, Va.
Nutley, N. J.
Perth Amboy, N. J.
Port Penn, Del.

Racine, Wis.
South Boston, Mass.
South Brooklyn, N. Y.
Watertown, Mass.
West Orange, N. J.
Woodbury, N. J.

After this division was well established no expenditures for industrial housing nor for the extension or improvement of passenger transportation and service were made by the United States Housing Corporation except upon consideration of the data and information obtained by such investigations.

This division also made industrial surveys of the following cities:

Akron, Ohio.
Atlanta, Ga.
Belle, W. Va.
Buchanan, Mich.
Canton, Ohio.
Charlestown, W. Va.
Charlotte, N. C.
Cincinnati, Ohio.
Columbus, Ohio.
Dunkirk, N. Y.

Erie, Pa.
Hamilton, Ohio.
Monroe, N. C.
Niagara Falls, N. Y.
Pontiac, Mich.
Portsmouth, Ohio.
Racine, Wis.
South Bend, Ind.
Toledo, Ohio.

It may be added that in the industrial survey special attention was directed to the product manufactured and the convertibility of plant equipment for manufacture of war or nonwar products.

3. *Information furnished to other governmental departments.*—A representative of the division attended all meetings of the Facilities Division of the War Industries Board, and advised that division as to the communities throughout the United States where housing and passenger transportation were such as to preclude the advisability of granting priorities for materials or the extending of manufacturing plants. Attention was also called to such idle capacity favorably located as could assume additional Government work.

Mr. S. P. Bush, director of said Facilities Division, determined that no priority of materials for use in new construction or extension of manufacturing plants should be granted by his division without first being cleared through the Division of Surveys and Statistics.

On October 25, 1918, Mr. Benedict Crowell, Assistant Secretary of War, in a memorandum addressed to Brig. Gen. Johnson, director of purchases, stated that this division furnished the War Department with a list of congested centers where the housing condition was known to be acute, and stated that further contracts would not be placed by the Army in any such cities except after the most careful consideration, and that this Division had been requested to keep such list revised. Orders to carry out the suggestions of the Assistant Secretary of War were thereupon issued by Maj. Gen. George W. Goethals, Assistant Chief of Staff, and Brig. Gen. Hugh S. Johnson, director of purchases and supplies.

With the signing of the armistice, November 11, 1918, it became apparent that the conditions which gave rise to the Division of Surveys and Statistics had ceased to exist. The work of the division was therefore terminated by the end of November, 1918.

INSTANCES OF A FEW APPROPRIATIONS MADE UNNECESSARY BY SEVERAL GOVERNMENT DEPARTMENTS AS A RESULT OF INFORMATION OBTAINED THROUGH SURVEYS CONDUCTED BY THIS DIVISION.

The survey of Portsmouth, Ohio, conducted by the Division of Surveys and Statistics, showed that no housing congestion existed; that manufacturing establishments employed substantially 10,000 employees, which was 1,100 persons less than at the beginning of 1917. When these facts were brought to the attention of the United States Housing Corporation it was found unnecessary to make allotment of \$900,000. The report also showed that for the establishments as a whole only 55 per cent of the labor force was devoted to war work; that outside of the large steel plants, employing about 40 per cent of the entire labor force, the Portsmouth industries were devoted to war work only to the extent of 25 per cent; and that additional manufacturing facilities existed for Government requirements.

The survey of South Bend, Ind., conducted by this division showed that no housing congestion existed; that there had been no increase in the labor force of South Bend since the beginning of 1917—on the contrary, there had been some decrease; that the establishments of South Bend were engaged on war work only to the extent of about 40 per cent of their capacity; that there was a large amount of labor engaged on commercial work in the establishments that had no war contracts; that the labor of such establishments could be drawn upon to meet the shortage for war requirements; that the housing situation in South Bend revealed the fact that the facilities were in excess of the requirements of the labor force. The report further showed manufacturing facilities for a considerable increase in the number of workers; that the power situation in South Bend was adequate for its present needs and with the additional unit then nearing completion would provide for future requirements. When these facts were brought to the attention of the United States Housing Corporation it became unnecessary to make an allotment of \$750,000 to that particular district for the construction of additional houses.

Request was made by the United States Army for clearance of project for barracks to accommodate 2,000 soldiers and officers adjacent to Bush Terminal, South

Brooklyn, N. Y., involving an expenditure of not less than \$700,000. The Facilities Division of the War Industries Board refused to take any action until a survey as to housing requirements had been made and requested this division to cause same to be made as soon as possible. This survey disclosed the fact that there were in the immediate vicinity 12 buildings, a number of which were used for storage purposes and others in course of construction nearing completion, which could be made available on short notice. When these facts were brought to the attention of the Facilities Division, clearance was denied and the project was therefore abandoned.

The survey of the district within a radius of three-quarters of a mile of Government warehouses, South Boston, Mass., conducted by this division to locate housing accommodations for 1,500 uniformed men, disclosed the fact that there were nine buildings which could be converted for this use and that at a very small expenditure. When these facts were brought to the attention of the Facilities Division clearance was denied and the project was therefore abandoned.

At the October 4, 1918, meeting of the Facilities Division, War Industries Board, relative to Michigan City, Ind., a representative of this division called to the attention of the meeting that an industrial survey of that city disclosed the fact that the Haskell-Barker Car Co., located at this point, was operating at only one-half capacity; also that there was housing available for 5,000 people and that there were 500 idle laborers. It was stated in the meeting that in view of the matter being brought to the attention of the Facilities Division, the car company would shortly receive contracts and that other industries would be developed in that locality.

The Facilities Division, War Industries Board, denied clearance on a project involving the construction of a new plant by the Barber Asphalt Paving Co., two miles from South Amboy, N. J., which plant was required to fulfill a contract entered into by the Barber Asphalt Paving Co. and the Emergency Fleet Corporation for the manufacture of boilers. Refusal was due to housing congestion which existed in the entire Newark Bay vicinity, the United States Housing Corporation having made an allotment of \$6,000,000 to care for the existing shortage. The new plant would require between 400 and 600 skilled employees and housing would have to be constructed for same, thus causing an increased expenditure. The Facilities Division in refusing to clear the project approved the stand taken by the representative of this division.

WILLIAM E. GUERIN,
Manager August 15, 1918, to December 2, 1918.

APPENDIX V.

HOMES REGISTRATION AND INFORMATION DIVISION.

Housing conditions and the war emergency—History and organization of the Homes Registration and Information Division—The organization of vacancy canvasses—Cooperation of Council of National Defense—Purpose of vacancy canvass—Establishment of local registries—Types of vacancy canvass—Inspection of vacant houses and rooms—Testing the quality of the vacant house—Methods of making placements—Location of registries—Community responsibility—Relation of Housing Bureau to local committee—Effect of the armistice—Statistics of Homes Registration Service—Savings effected—Other valuable results—Promoting house building—Promoting community welfare—Personnel—Organization and activities of 88 Homes Registration Service agencies.

SECTION ON RENT PROFITEERING.

Causes of increase in rentals—Effect of increased rentals on war activities—Need of action by Housing Bureau—The New London Committee of 24—Extension of plan to other communities—Methods of determining a just rental—Federal legislation on rent profiteering—Means of stopping rent profiteering—Value of the committees—Changes following the armistice—Statistics of adjustments of cases—Value of the local committees—Organization and activities of 48 committees on rent profiteering—Additional cities in which the Homes Registration and Information Division was actively interested in combating rent profiteering and adjusting the grievances of tenants.

INFORMATION SECTION.

Purpose—Organization—The project books—The correspondence file—Daily digest of correspondence—Results—Reference Library.

HOUSING CONDITIONS AND THE WAR EMERGENCY.

The successful prosecution of the war demanded the maximum production of which the country was capable. This production depended not alone on factory and machinery, but also on laborers. These laborers had to be congregated in large numbers. It was highly important also that they be imbued with a spirit of contentment and loyal, enthusiastic devotion. Neither the requisite number nor the indispensable morale of the workers was obtainable, however, without a considerable amelioration of the housing needs and living conditions of the industrial population.

The demand thus was urgent for an increased and improved supply of housing. The most obvious way to meet this demand was through new construction. It was recognized, however, that construction is costly; that it requires a considerable period of time, and must, therefore, be supplemented by other measures; that it involves the use of labor and material which during the war were greatly needed elsewhere; that, with the return of peace conditions and the possible efflux of large bodies of workers from certain war centers, it might leave these cities with an excess of housing which would represent an economic loss; that the Federal Government should not engage in the building and operation of industrial housing, except in so far as there was absolute necessity.

These needs and conditions made it imperative that an organized effort be made toward assisting congested industrial centers to put to the fullest and best possible use such housing facilities as they already possessed. It was essential, moreover, that this be done in such a way as to give war workers and their families direct assistance in finding easily and promptly those existing housing accommodations which would most nearly meet their requirement in size, equipment, location, and rental, as well as in the human associations which these would involve. The desire to accomplish these ends led to the creation, within the United States Housing Corporation, of the Homes Registration and Information Division.

HISTORY AND ORGANIZATION OF THE HOMES REGISTRATION AND INFORMATION DIVISION.

In April, 1918, Mr. Francis Mahoney, of New York City, laid before Mr. Eidlitz a plan for canvassing and listing vacancies in the cities suffering from a housing shortage. Mr. Mahoney was at once appointed to carry out this plan and was assigned to the Preliminary Investigations Division, and shortly thereafter to the Statistical Division.

In a memorandum dated June 13 the Secretary of Labor ordered the establishment of a division "which will deal with the question of utilizing all of the housing and boarding facilities of each community in order to reduce to a minimum the need for Govern-

ment housing." To comply with this order the Homes Registration and Information Division was created and Mr. James Ford, who since May 1, 1918, had been manager of the Reference Library and Publication Division, was made manager of the division. Mr. Mahoney was transferred to it to serve as its chief field agent.

The division has comprised the Homes Registration Service, in which there was a section on rent profiteering, the Information Section (see p. 112), and the Reference Library. (See p. 114.) It has also been in charge of the preparation of the report to Congress of May 19, 1919, and of this final report. Its manager has served as chairman of the committee on requisitioned houses in Washington (see p. 312), and much of the work of that committee was handled in this division.

HOMES REGISTRATION SERVICE.

THE ORGANIZATION OF VACANCY CANVASSES.

In the summer of 1918 vacancy canvasses were needed in more than 100 cities. A staff of field agents was, therefore, assembled to promote such canvasses and to organize local room and house registries for the use of incoming labor. Immediate returns, however, were necessary, as the house construction program and the transportation problem were dependent upon knowledge as to the amount and kind of available housing. The practice was, therefore, inaugurated of sending field agents to cities with instructions to secure the cooperation of the local postmaster to permit the postmen on their various routes throughout the city to record on forms supplied by the Housing Bureau the addresses and brief description of all vacant houses, flats, and buildings. By this means the postmen were able to supply a list of all available quarters of their city, often on the very day in which the request was made and with very slight additional work on their part. In case the local post office was overburdened the canvass was generally made by the police, though sometimes by students, real estate agents, and others.

This quick canvass was generally followed by a detailed canvass, which often lasted for several days, and which covered vacant rooms as well as vacant houses and flats. This latter survey was made under the direction of field agents of this division by a local committee.

COOPERATION OF COUNCIL OF NATIONAL DEFENSE.

Community cooperation was essential to the successful prosecution of the above plan. The assistance of the national, State, and local councils of defense was, therefore, sought. The following appeals

elicited the generous and effective response of local councils throughout the country:

COUNCIL OF NATIONAL DEFENSE,
Washington, D. C., June 25, 1918.

STATE COUNCILS SECTION, STATE COUNCIL OF DEFENSE.

GENTLEMEN: The director of the Bureau of Industrial Housing and Transportation of the United States Department of Labor has written to the Council of National Defense a letter of which we inclose a copy. You will note that he asks your assistance and that of your local councils in.....

Insert names of appropriate cities.

in making a canvass of room vacancies and establishing room bureaus in order to provide for the better housing of war workers in these important centers of war industry.

The Council of National Defense urges you immediately to arrange for the conduct of this important task by your local councils in the areas designated. To this end will you send us at your earliest convenience the name of the person in each of the cities concerned who will be placed in charge of this work in order that we may forward them at once to the Bureau of Industrial Housing with the assurance that these persons will be responsible for the work in their respective areas? The agents of the Bureau of Industrial Housing will then call upon your State council to make plans with you concerning the details of this work and will then proceed to take up the matter directly with these local representatives.

As the work is of great and immediate importance, we ask you to give it your early attention.

Very truly yours,

Director, Chief of Section.

U. S. DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

613 G Street NW., Washington, D. C., June 19, 1918.

From: OTTO M. EIDLITZ, director, Bureau of Industrial Housing and Transportation, Department of Labor.

To: Council of National Defense.

GENTLEMEN: Adequate labor supply can not be secured and held at the centers of ordnance manufacture unless the workmen and their families have comfortable and wholesome dwellings. The Bureau of Industrial Housing and Transportation has been established, therefore, to arrange for the housing of labor employed on Army and Navy contracts. This bureau provides for the housing of labor by discovering vacant dwellings and maintaining room registries, by opening up suburbs through improved transportation, and where these devices do not solve the local housing problem, by construction of new temporary or permanent dwellings.

A canvass of vacant dwellings in more congested communities having war industries is about to be undertaken by this bureau. As the appropriation of this bureau is altogether needed for new construction, it is necessary for us to ask for the cooperation of the State councils of defense and of the local community councils in order to make the necessary local surveys and to establish in each city a homes registration service.

It is important that the United States Homes Registration Service in each locality should be directed by the community council because the value of this type of service is strictly dependent upon its having a representative and disinterested management. A registry which covers but a small fraction of the vacancies of the cities, or represents sectional or class interests only, would fail to meet the needs of war workers, would fail to house them properly,

or fail to place them, and thus materially interfere with the production of war materials.

This bureau recommends, therefore, the following: That the local community councils in munitions centers be requested to cooperate with this bureau (a) in making a canvass of vacancies, (b) in the establishing of room bureaus. This bureau would send its official organizer to the industrial city in need of this service, who should get in touch with the local council through the State council of defense. The local council would arrange for a meeting of its district canvassers, which would be addressed by the representative of this bureau; each canvasser would receive the necessary number of investigation forms prepared by this bureau and would receive definite instructions.

The forms when filled would be compiled and would thereupon serve as the initial list of vacancies in the local Homes Registration Service. The registry would be supported by local capital, either raised directly by the council or from local manufacturers by the agent of this bureau, and would have a paid director and such office assistance and field assistance as are needed. The registry would be named United States Homes Registration Service, would be located in an appropriate community building, and would be directed by a subcommittee of the community council, but would be supervised by this bureau.

The Council of National Defense in its Bulletin No. 95 (State councils section) has already generously aided this bureau by urging local action to solve the housing problem. May we ask the Council of National Defense to render us further specific assistance by urging State councils of defense and the local councils in the States and cities where vacancy surveys and registries are needed to be ready to cooperate with this bureau?

Yours very truly,

Otto M. Eidlitz, *Director.*

PURPOSE OF VACANCY CANVASS.

The initial procedure of this division consisted in promoting vacancy canvasses. These canvasses served the following ends:

1. They revealed to what extent, if any, the housing facilities of a community were inadequate to provide for the increase in labor forces anticipated by the local concerns engaged on Government contracts. They also indicated, in detail, what shortages, if any, there were in the various types of accommodations, as, for example, in those suitable for families of skilled workers, for families of unskilled workers, for men, and for women. As illustration of the results of canvasses it might be said that in not a few instances it appeared that while additional houses were needed it was entirely unnecessary to construct the dormitories requested by local war industries.

2. They indicated the extent to which, through improved or enlarged transportation arrangements, the excess population of industrial centers could be housed in suburbs and neighboring cities.

3. They prevented the expenditure of funds for new construction in places where rooms or flats or houses were or could be made available.

4. They provided lists of vacant accommodations, through the use of which war workers could be assisted in finding quickly and easily such housing as would

best maintain their contentment, health, efficiency, and morale, and would thus reduce the labor turnover.

5. They awakened communities to their housing problems. They brought about improvements by special appeals to owners, landlords, and tenants to render their houses sanitary, or to put their vacant properties on the market for rent, or to repair or convert unsuitable properties so as to make them available as residences for those classes of the industrial population which needed homes. They caused patriotic householders to rent rooms, in cases of emergency, to workers in war industries.

6. They brought to light communities which had abundant housing resources and were in so far suitable for the allotment of Government war contracts.

It is apparent, thus, that the information secured by the vacancy canvass was basic to the activities of the corporation as a whole and valuable to all the branches of the Government that placed war orders.

ESTABLISHMENT OF LOCAL REGISTRIES.

In numerous communities small lists of accommodations had long been kept by various social agencies, more particularly by the Y. M. C. A. and Y. W. C. A. Each local real estate firm also maintained a small list of houses and flats to rent. This existing machinery, however, proved inadequate for the conditions attending the immense influx of workers to the centers of war industry, for there were many available accommodations which did not appear on any list. The lists were fragmentary, and the offices were often so widely separated as to make it highly inconvenient for house seekers to go from one office to another for the purpose of obtaining an address which gave promise of being satisfactory. Addresses sometimes appeared on more than a single list. As a result, applicants would visit addresses only to find that the accommodations were already taken by individuals who had learned of them through a different agency. These considerations led the Homes Registration and Information Division to adopt measures looking toward a centralized registry or listing office for each congested city.

TYPES OF VACANCY CANVASS.

Quite frequently post-card canvasses were made. Forms were sent to householders and owners with the request that they fill them out and return them in the interests of themselves, of their city, and of war workers, as well as of the national cause.

Whenever there was need of accommodation which could not be met through the means above described, personal house-to-house canvasses were organized. The burden of this work generally fell on groups of

volunteer women, representing the Council of Defense, American Red Cross, Y. W. C. A., Civic League, or Women's Club, though in some cities canvasses were made by teachers, soldiers, sailors, policemen, or firemen. If the accommodations of the locality were inadequate, the survey was extended to cover neighboring cities, in case these seemed likely to have accommodations which could be used, either with the existing conditions of transportation or by arranging for commutation tickets, changes or increases in train schedules, practicable extensions of railroad or street railway tracks, or other modifications in transportation facilities.

For the purpose of the canvass, the unused accommodations were grouped into three divisions:

(a) Furnished and unfurnished rooms, with or without board, in homes and boarding houses.

(b) Flats, dwellings, or apartments suitable for the use of families.

(c) Emergency housing facilities, i. e., buildings erected and not used, which, if not at the time fitted for living purposes, might, without excessive expense, be adapted for temporary use. These structures were classified as hotels, summer cottages, lofts, factories, and stores.

A special form was prepared for each of these classes of accommodations, and, in the interests of convenience and of ease in filing, these forms were of different colors. The Homes Registration Service aimed not merely to house war workers but to house them suitably and wisely. Hence the forms, though kept as simple as possible and of a convenient size for filing and handling, were made fairly comprehensive.

INSPECTION OF VACANT HOUSES AND ROOMS.

So far as possible, all the accommodations listed were inspected either by paid investigators or by volunteer workers. This was particularly the case whenever the accommodations were for the use of women. So important was this phase of the work esteemed that a special memorandum was issued covering the matter, as follows:

As a means of protecting girls and women war workers seeking rooms through the Homes Registration Service, a paid woman investigator should be stationed at each registry placing large numbers of women to personally investigate rooms designated as suitable for girls by the volunteer investigators in the general canvass. The volunteer investigators might be either (a) incapable of making careful inquiry, (b) unwilling to make such inquiry, or (c) party to a general plan to use the registry to increase rather than decrease immorality, thus reflecting discredit upon the registry.

Local organizations of the Y. W. C. A. and War Camp Community Service should be represented not only on the local committee of the Homes Registration Service, but should also be invited to have their own housing expert transferred to the central registry, remaining on the pay roll of their own organization if possible. This

plan is not intended, however, to relieve field agents from the obligation of making provision for clerks and paid investigators when making out an estimate or budget for financing the registry.

TESTING THE QUALITY OF THE VACANT HOUSE.

The rooms and houses were graded with reference to ten points: Light, ventilation, repair, cleanliness, sanitation, equipment, location, condition of premises, moral protection, and fire protection. To secure a measure of uniformity and accuracy in the grading, the investigators were provided with specific criteria for determining whether the conditions should be classed as good, fair, or bad.

METHODS OF MAKING PLACEMENTS.

Since the forms as returned by the canvassers and investigators were not in a condition to be filed and used conveniently, the data were transcribed to cards identical in size, wording, and color. The cards of places graded as bad with respect to any of the essential features were kept by themselves under the classification "deferred." No placements were made from this list except under necessity. The owners, landlords, and tenants, however, were urged to improve these properties so as to remove them from the "deferred list" and make them safe, wholesome, and income producing.

The cards listing the available acceptable accommodations were filed in such a way as to enable prompt reference to all the addresses of the sorts desired generally by the applicants. This purpose was facilitated by the use of guide cards, punched and placed according to directions indicated on their faces. By means of these standardized cards, which were supplied by the Housing Bureau at Washington, it was possible at any local registry to pick out of the local list every card which might interest any given applicant. Thus, if a four-room house was wanted renting for about \$20 a month and located near a specific plant, every house card answering such description could be found in about a minute's time.

The manager in charge of the office was selected, so far as possible, because of his or her familiarity with the city and with housing conditions, and because of special competence to advise applicants where their particular requirements would most probably be best met. Assisting the manager were such clerks and investigators as the needs might require.

After an applicant had made known his wishes the manager or clerk wrote on the back of a postal card addressed to the office of the local registry a number of the most suitable addresses. This card was given to the applicant with the request that, as soon as possible, though at most within 24 hours, he cross off all the addresses which he did not take and drop the

card in a convenient mail box. In the meantime these addresses were placed by the manager in a suspended file, or were specially checked or marked, in order that later applicants might not be referred to places already taken or under consideration. If the applicant failed to return promptly the card given him, a card was sent to him at his place of work with the urgent request that he report at once which accommodations he had selected, inasmuch as a failure to report kept needed addresses in suspense.

As a further check, addressed post cards were also given to householders and owners, with the request that they mail them whenever there was any change with reference to their accommodations listed with the United States Homes Registration Service. The response on the part of both applicants and householders was, in most instances, very gratifying, as might be expected in view of the patriotic fervor which had been stirred and of the fact that they were receiving benefits without any cost whatsoever to themselves. Through the post cards just described, therefore, supplemented by the use of the telephone, it was generally possible to keep the files comprehensive while yet free from addresses where accommodations were no longer available. In cases of necessity or doubt, clerks or inspectors made personal visits. Occasionally fresh canvasses were made, particularly of those districts within which the greatest number of demands fell.

LOCATION OF REGISTRIES.

The files were kept in conveniently located quarters. Sometimes an office was secured exclusively for the purpose of the registry. Often, however, the lists were placed in the room of the Council of Defense or the War Camp Community Service. In many cities it was found desirable and possible to locate the files in the office of the United States Employment Service, so that a worker could find a house or a room at the same time that he found a job. There were instances in which it seemed most feasible to maintain the files in the city hall, the public library, the Red Cross building, or in the quarters of the chamber of commerce, the Manufacturers' Employment Association, or the board of trade.

COMMUNITY RESPONSIBILITY.

In the matter of organization and policy, the two pre-eminent aims of the United States Homes Registration Service were cooperation and democracy. Every effort was made to avoid any semblance of paternalism. A system was adopted and increasingly perfected whereby local communities were not discouraged but, on the contrary, were stimulated to initiative, responsibility, and self-direction, while yet

given the benefit of the supervision and the expert knowledge of the Federal agency.

Upon request the Washington office sent field agents to such congested centers as had important war contracts. The initial duty of the field agent was to promote the organization of a local committee so chosen as to be widely representative in order that it might profit by the experience and the interest of the whole community. The agencies which very generally had representatives on the homes registration committee were:

Council of defense, real estate exchange, commercial club, manufacturers' association, central labor union, United States Employment Service, community labor board, housing association or committee, civic improvement society, room registry, federation of welfare agencies, War Camp Community Service, Y. W. C. A., Y. M. C. A., and Knights of Columbus.

The committee was organized with a chairman, who received a letter of authorization from the president of the United States Housing Corporation. Within the general committee there were frequently included an executive committee, a survey committee, a finance committee, and a committee on rent profiteering (with duties as indicated on page 102 of this volume), a transportation committee (to further the utilization of such housing as would be inaccessible under the existing conditions because of its location), and a priorities committee (to induce local capital to build houses for industrial workers, and to secure for the same, or for any engaged in such building, priority orders for the necessary material from the Federal Government). As indicated by this list of functions, the local organization¹ of the United States Homes Registration Service assumed the full responsibility for the work within its community, including the survey, the selection of personnel, and the raising of the necessary budget. Their support came from a very wide range of local sources. In many instances the registries were given free use of office space or equipment or of automobiles for the making of inspections. The officers, clerks, and inspectors frequently served without pay; sometimes their services were loaned, without charge, by industrial firms. The necessary funds were in several cases provided by the firms having war contracts, sometimes in proportion to the number of employees engaged by them. Financial assistance came also from civic welfare and charitable organizations; from city and county funds; from war chests; from councils of defense; from real estate associations; from chambers of commerce; from boards of trade; and,

¹ Except for Washington [division] of the Homes Registration Service, see p. 326.

in one instance each, from an arsenal and a state commission of immigration and housing. In at least one city a substantial amount came by way of voluntary contributions from those who had received assistance in finding either rooms or roomers.

RELATION OF HOUSING BUREAU TO LOCAL COMMITTEE.

From the Federal Government the committees received not merely the services of field agents, but also supplies of posters and of the forms necessary for the conduct of the registry. On specially provided blanks, they submitted to Washington weekly reports covering the number of accommodations of different sorts available at that time, as well as the number of applications received and the number filled for rooms for men or women, for light house-keeping, for apartments, and for houses. In addition, the reports specified the number of vacant buildings convertible into houses; the class of people for which there was a shortage and the class for which there was an abundance of accommodations; the extent of profiteering in rentals and the methods taken to prevent it; the work done by the special committees; the publicity engaged in, and such other matters as come under the heading of general remarks. Through these reports, as well as through its field agents and through correspondence, the Washington office kept in close touch with the registries. Summaries of the various weekly reports were sent out from Washington to the local committees in order to acquaint them with the achievements of other registries and to arouse a spirit of emulation. The Washington office, furthermore, imparted stimulus and direction through a series of memorandums on matters relating to aims, method, and policy, and on various aspects of the housing problem.¹ Some of these memorandums proved not merely serviceable to the committees, but also interesting to commercial and civic agencies concerned with the housing conditions of the community. A number of them appeared in the press of cities throughout the country, and two of them are known to have been reproduced in publications of a real estate board and a chamber of commerce.

EFFECT OF THE ARMISTICE.

As has been emphasized, the Homes Registration Service was designed to meet a need which was immediately connected with the war and which was therefore essentially national in character. It was very largely the spirit of patriotism which rallied to the organization the necessary support in the way both of services and of funds. With the signing of the armistice, the patriotic motive, though not vanishing, nevertheless gradually receded in favor of other motives which had up to that time been decidedly secondary. It was recognized, however, that the war industries

needed to continue until order was restored in Europe, and likewise that housing must be found for the demobilized soldier, whether or not he returned to his former city and employment, as well as for the industrial worker. It was particularly recognized that if there should be a further outbreak of hostilities the primary burden of finding homes for war workers, in view of the cancellation of most of the housing projects, would fall upon the Homes Registration Service, which at insignificant cost to the Federal Government could be kept alive until it was certain that the emergency need was past.

The staff of the Homes Registration Service was cut by more than 50 per cent, but a sufficient number of field agents was retained to supervise the registries.

With reduced staff and a minimum organization the Housing Bureau was able to induce the war communities to continue the registration service until Germany's delegates signed the treaty of peace at Versailles. Immediately following that event notice was given to the few remaining field agents, and the Homes Registration and Information Division was closed on June 30, 1919. Many of the local committees, however, convinced of the permanent value of this service, have decided to continue their work as purely community undertakings.

STATISTICS OF HOMES REGISTRATION SERVICE.

The statistical tables on pages 99 and 109 give a detailed statement of the work done by the local registries in assisting workers and their families to find living accommodations suited to their requirements. As indicated by the table, 88 registries attained to a state of organization sufficiently advanced to open an office and to make placements. The total placements reported to Washington by the local registries number 71,481. The actual number of placements remains a matter of conjecture. Many were made of which no report was given. Frequently, indeed, no record was possible. Some applicants who received addresses failed to report. During rush periods, or when having insufficient help, managers were unable to keep complete records. Moreover, in some instances there was an almost insuperable unwillingness to make records or to submit reports, even though the work of making the placements was conscientiously attended to. It should be added that lists of available accommodations were sometimes published for the guidance of home seekers. Under such circumstances no record of placements was possible. This was notably the case in Chicago, Ill., and Asbury Park, N. J. For all of these reasons it is difficult to determine even the approximate number of men and families who found housing accommodations through the Homes Registration Service. The estimate of those who know best is that the total placements made number at least twice those reported in the table. What this

¹ A complete list of these memorandums is given on p. 100.

meant for the individuals, industries, and cities concerned, as well as for the nation, has perhaps already been sufficiently indicated.

At the time of the armistice, vacancy canvasses had been made or arranged for in many additional cities. As a result of changed conditions, it was not felt that a homes registration service in many of these cities was an imperative necessity and no listing bureau, therefore, was opened. In some, however, conditions were so acute that registries were established.

SAVINGS EFFECTED BY HOMES REGISTRATION SERVICE.

The work undertaken by the Homes Registration Division and the methods it employed resulted in large savings to the Federal Government. The extent of these savings is difficult to estimate with any exactness, but unquestionably it totals into the millions of dollars. These savings are indicated by the following facts:

1. The importance placed, as a matter of principle and of democratic method, on community responsibility and action resulted, as has already been stated, in the assumption by local committees of all financial burdens connected with the establishment and maintenance of their registries. Outside of Washington, none of the work of making vacancy canvasses, inspecting accommodations, and operating the registries was done at the expense of the Housing Corporation. The Government was likewise relieved of all expense connected with the rentals of local offices, advertising, and salaries of managers and assistants. When it is recalled that there were 88 cities in which the work progressed sufficiently to open offices and make placements, it may be realized that the methods of the Homes Registration Division resulted in a very considerable saving to the Federal Government.

2. In a number of cases in which it was urged that dormitories must be constructed by the Government to provide for unmarried workers in war industries, the surveys brought to light unsuspected possibilities in existing structures, and these, supplemented through appeals to rent rooms, made the erection of dormitories unnecessary. This saving was a peculiarly fortunate one as many of these workers were taken by succeeding drafts and the dormitories would have been useless for workers with families, and probably inadvisable, or at any rate unnecessary, during peace conditions.

3. Were it not for the relief afforded through the systematic efforts of the United States Homes Registration Service in putting to the fullest and most effective use all existing housing facilities, the need would have been imperative for thousands of additional houses in centers of war industries. In most instances, their construction would have devolved upon the Federal Government and the costs would have been

many millions of dollars. This saving was particularly striking in those cases in which a housing shortage was met by utilizing accommodations which surveys discovered to be available in neighboring localities. The fullest cooperation existed between the Division of Homes Registration and Information and the Division of Transportation of the Housing Corporation.

The steel industries of northern Indiana, for example, threatened to be crippled because of inadequate housing in their respective cities. Englewood and the southern part of Chicago, however, gave promise of having a surplus of accommodations. Through the assistance of Mr. George Hooker, of the City Club, and the services of the students of the Chicago School of Civics and Philanthropy, a vacancy canvass was made, which was conspicuous for its swiftness no less than for its serviceableness. Thousands of suitable rooms and flats were located. Descriptive lists of them were printed in newspapers and folders, and were thus put at the convenient disposal of all who were interested. The Division of Transportation in the meantime arranged, as described in detail elsewhere, for such additional trains as were required to take workers back and forth from their work.

Another noteworthy saving in construction was made in connection with the housing of workers in Perth Amboy and adjoining munition centers. Vacancy canvasses led to a comprehensive list of available housing, particularly in Asbury Park—housing that was attractive and moderate in rental. Through a printed list of addresses munition workers were informed of the location, character, and rental of the available accommodations and, by receiving through the United States Housing Corporation transportation at a cost of 30 cents per round trip, they were induced to commute. The report of the Division of Transportation indicates that the two special trains put on between the Gillespie Loading Plant, Perth Amboy, N. J., and Asbury Park, N. J., carried about 2,000 passengers daily—and they carried only munition workers—during the months intervening between July 17, 1918, and April 5, 1919. Except for this arrangement, made possible through the joint activities of the Division of Homes Registration and Information and the Division of Transportation, the Government would have been compelled to build hundreds of additional houses in New Jersey munition towns, and thus to expend largely increased sums of money as well as to make further drains on the labor and material of the country. Similarly, the building program for New London was kept to a minimum by arranging for a special train between that city and Saybrook, Connecticut.

4. Further savings to the Federal Government were made by the work of the local committees and

their subcommittees on priorities in the way of relieving the Government from construction by encouraging local capital to build homes necessary for war workers and by securing from the War Industries Board permits for the required material. An outstanding instance of this work occurred in Berkeley, Calif., where the committee secured permits to erect 300 houses at a cost not to exceed \$3,000 each and issued these permits to local builders under such conditions as to make the houses contribute to urgent war needs. In Oakland, Calif., there was a similar program for construction of 500 houses by private capital.

OTHER VALUABLE RESULTS OF THIS SERVICE.

The activities of the local committees in curbing rent profiteering were of sufficient magnitude and the accomplishments of sufficient importance to justify our giving them an account in a separate section. (See p. 100.)

The vacancy canvass brought to light many houses that were unoccupied because of their run-down and unwholesome condition. Exact figures are not available, but it is safe to say that in hundreds of cases the committees succeeded in inducing the owners to put these houses into satisfactory repair. This resulted in gain to the owner, the accommodation of homeless families, the improvement of the city, and the promotion of the nation's war program. Typical achievements, for example, were reported by the Lowell, Mass., committee in a letter received as early as September, 1918. To quote from this letter:

Loan of \$7,500 placed by us for owner making available in about four weeks' time about 25 tenements. Estate of about 18 or 20 tenements vacant because of utter neglect. Through work with owner and agent, and correspondence through this office and letters which you sent, at our request, work has been begun and work completed and rented. Case of four tenement blocks having been vacant for two years to be repaired by owner through our placing of loan for amount of remodelling with Lowell Five Cent Savings Bank. Other cases pending.

In Alexandria, Va., over 100 properties were reported as improved through the activities of the Homes Registration Committee; in Erie, Pa., about 40 rooming houses were made more satisfactory. Ten additional cities made similar reports.

The plan of keeping undesirable accommodations on a deferred list proved a most helpful way of bringing about more satisfactory conditions. Through newspaper publicity, personal letters of appeal to specific house owners, or visits by chairmen or managers, hundreds of landlords were induced to improve bathing and toilet facilities and the sanitary conditions generally as well as to render their properties more inviting.

During the last six months the results accomplished in the way of improving properties were particularly striking. The committees everywhere devoted themselves heartily to the clean-up cam-

paign and sought to extend its scope. In ten different cities the committees of the United States Homes Registration Service rendered an appreciable service by bringing unsanitary buildings to the attention of the State sanitarian or the city board of health. Sometimes the unsanitary conditions were connected with the yards or outside toilets. A typical instance of this is mentioned in the following report from Harrisburg, Pa.:

Complaints came in this morning regarding three houses (in a block) which needed lime for use in back yards and outside toilets; the tenants could not afford to buy it, and the owner would not. It turned out that shockingly unsanitary conditions existed. The matter was turned over to Mr. John Molitor, chief of the State bureau of housing.

Six committees reported instances in which they were instrumental in bettering conditions as regards fire protection, construction, and general upkeep by reports submitted to the fire marshal or building inspector.

One committee reported that it had brought to the attention of the military authorities, the police, or the vice commission hundreds of cases of illegal and immoral conditions in the houses of the city; in another city, 12 such cases were remedied; and in a third, two or three houses had been recorded every month. Similar activities are mentioned in the reports of four additional committees.

In three cities members of the Home Registration Service committees, through local organizations, have provided measures for improving building, health, or housing ordinances. Under the direct influence of members of the local committees, numerous bills for bettering housing conditions and the lot of tenants have been introduced into State legislatures, more particularly in New York, New Jersey, and Pennsylvania.

PROMOTING HOUSE BUILDING.

The committees quite generally found opportunities to acquire and use valuable information concerning the extent and character of the need for new construction. In connection with the vacancy canvass, a special effort was sometimes made, especially since the armistice, to ascertain the exact number of houses in the city, the number occupied by renters, the names and addresses of those who would be interested in buying or building a home if it could be made financially easy for them to do so, as well as of those who owned lots on which they had some intention of building a home. Records were kept on a special blank of the number and kinds of apartments and houses for which application was made, in addition to many other facts as indicated. By means of these data, considered in the light of the known number and character of the accommodations available at the

time, the committees were able to gauge with fair accuracy the housing needs of their localities. The information at their command proved especially significant to chambers of commerce, real estate exchanges, own-your-own-home committees, speculative builders, and employment managers of industries. But it was not without its social results as well. In Seattle, Wash., the Homes Registration Service recommended the establishment of a downtown club for business and professional women as a means for providing home conveniences at a reasonable and possible price. Plans are also under way for a number of self-supporting and self-governing clubs, which are to carry the name "Martha Washington," with a distinctive prefix. The Cleveland, Ohio, registry discovered an acute need for homes on the part of women. It found that, apart from four organized homes for girls and one or two high-priced family hotels, it had not on its lists a single place in the down-town district where a girl or woman could live in safety and comfort. Throughout the city as a whole, many women were living in unsatisfactory quarters and others doing work of a superior sort were leaving constantly because of their inability to secure comfortable rooms in Cleveland. These facts were presented by the manager to various organizations. As a result, the Junior League bought a house capable of accommodating 100 women and they planned to open this, on a self-supporting basis, about September 1, 1919. It was expected also that the Women's City Club would include living quarters in new club buildings which they were planning. Moreover, it seemed likely that, as a result of facts emphasized by the manager of the Homes Registration Service, one of the successful family hotels would increase its capacity and place additional rooms at the disposal of women.

Recognizing that with the cessation of hostilities and with the removal of restrictions placed by the War Industries Board the solution of their housing problems was to be found in additional construction and that such construction would provide needed employment as well as prove a stimulus to business generally, the committees and their individual members played a very significant rôle in the "build now" and "own your own home" campaigns. They were instrumental in diffusing a recognition of the fundamental bearing of housing conditions upon personal and family happiness, industrial success, civic welfare, and national well-being. They supplied facts with reference to the local needs and possibilities. They displayed effectively and advertised typical plans and specifications of workmen's houses as given on blueprints sent out to the local registries by the Washington office. They fostered new building and loan associations as the means for financing addi-

tional homes—associations needed in certain localities more particularly in connection with the colored population. In other cities they promoted financing corporations, designed to stimulate home building by providing a convenient and economical way of securing the necessary funds. They were active if not indeed the moving spirits in the organization of local building corporations. By reason of these numerous and varied activities it is safe to say that the United States Homes Registration Service was an important factor in the stimulation of new construction throughout a number of cities of the country. Moreover, by imparting specific information with reference to local requirements, by displaying typical plans and specifications, and by supplying copies of plans, constitutions, and by-laws of a number of the most practicable building and financing corporations of American cities, it pointed out in the concrete just what should be done and precisely how it might be accomplished. Numerous letters from mayors, manufacturers, and chambers of commerce testify to the results thus sketched.

PROMOTING COMMUNITY WELFARE.

Among the most important results of the United States Homes Registration Service, furthermore, was the creation of a more active and intelligent interest in matters relating to the housing and living conditions of the industrial population and to the bearing which these have on the general welfare. The study of local housing problems by committees representative of all the various elements of community life provides an important factor in the development of a broad and genuine civic interest. Individuals were stirred and educated to view problems disinterestedly and from the standpoint of the social good. They received training in the mutual adjustment and accommodation of views and policies and in cooperative action. The various interests of the community came to understand one another somewhat better; and with better understanding came increased sympathy. This was true even as regards the employer and the employee, as is brought out in the following statement made by the president of the central labor council of a southern city:

The four labor members of the committee reported to central last week, and all agreed that the lawyers and business men on the committee were real men, while the chairman of the council of defense, who is president of a number of corporations, admitted that his views on labor questions and labor unions have been radically changed.

The experience thus expressed, in connection with the various facts and results previously sketched, as, indeed, the entire history of the United States Homes Registration Service, testified to the wisdom of a democratic procedure in matters of industrial housing, whether from the standpoint of method or of accomplishment. The program locally should be in charge

of committees sufficiently large to include representatives of the various interests and civic organizations. And these committees should have more than merely nominal functions. They should be charged with real responsibilities in the way of discovering needs as well as of finding methods and resources for meeting them. Under normal conditions even the degree of uniformity found necessary during the war should perhaps not be insisted upon. The program and methods of committees should be governed by local conditions. In the larger industrial cities a central listing agency could conveniently be made the nucleus of varied housing activities, and such an agency could be operated at a very insignificant cost. But local preferences, the nature of the agencies already developed, and circumstances generally should be allowed to determine whether or not the approach to housing activities should be by the way of canvasses and a registration bureau. The essential point to be remembered is that the value of the work is very largely dependent upon the degree to which it expresses local interest and represents local effort and sacrifice. The United States Homes Registration Service offers striking testimony to the fact that little skepticism need be entertained with reference to the possibility of organizing community-wide committees having both competence and enthusiasm. It is true that many of the homes registration committees and a not inconsiderable measure of their support were ascribable to the wave of patriotism which swept the country in consequence of the war. But it is also true that even after the close of active warfare requests for advice and assistance in the organization of local housing committees came in constantly increasing numbers and that new and sufficient sources of personal and financial support disclosed themselves.

On the other hand, experience has demonstrated the fact that many communities, though sadly in need of a registration service or of a housing agency, neglect to establish it without external stimulus. For this reason there is need of a central, preferably a Federal, organization. Such an organization, moreover, would tend to enlarge the vision and the programs of local committees and would enhance their prestige and influence. It would be a convenient medium for the interchange of ideas. As a result, a healthy rivalry would be fostered and higher standards of service could be promoted. The Federal organization should be a bureau of housing investigation and research, and through bulletins and otherwise should widely disseminate its findings as well as facts otherwise gained with reference to the financing, construction, operation, and improvement of dwelling properties and to all other matters directly relative thereto.

Many of the homes registration committees are convinced that their activities are only just begun.

Scores of localities in which the United States Homes Registration Service was not established have received indirect assistance from its field agents and have benefited by the use of its forms, its methods, and its mimeographed and printed material. In many cases they also desire further and continued contact with a Federal housing bureau. Every live industrial city has important housing problems, and in many localities these problems are critical. So long as there will be growth and industrial enterprise, the situation can not be otherwise. To deal with it ostrich fashion would be the height of folly. Experience, moreover, has abundantly shown that by itself neither individual nor local effort can adequately cope with the problem. There is demanded a Federal agency which, with democratic spirit and methods, will upon local request promote community housing associations possessing local autonomy but interchanging suggestions and receiving information and stimulation from a central source. For such an agency the trail has been blazed by the United States Homes Registration Service.

Personnel, Homes Registration Service.

	From—	To—
Manager, James Ford.....	May 1, 1918	June 30, 1919
Assistant manager, Henry R. Brigham.....	Aug. 27, 1918	Do.
Homes Registration Section:		
Chief, Edward L. Schaub.....	Nov. 4, 1918	Do.
Chief field agent—		
Francis Mahoney.....	June 16, 1918	Mar. 10, 1919
Charles R. Bixby.....	Mar. 10, 1919	June 30, 1919
Field agents—		
Middle States and North-east—		
Francis Mahoney		
Guy B. St. John.....	June 11, 1918	Apr. 4, 1919
Robert M. Leach.....	June 24, 1918	July 10, 1918
Gordon W. Allport.....	July 15, 1918	Sept. 14, 1918
Charles W. Marston.....	July 22, 1918	Aug. 3, 1918
Walworth Cady.....	July 8, 1918	June 15, 1919
Lorin W. Young.....	July 29, 1918	Sept. 6, 1918
Karl Fischer.....	Aug. 1, 1918	Dec. 14, 1918
Morris J. Wessel.....	Aug. 19, 1918	¹ Oct. 10, 1918
Amelia M. Baldwin.....	Nov. 1, 1918	Jan. 3, 1919
Henry L. Beach.....	May 17, 1919	June 30, 1919
Central States—		
Walter A. McClatchy.....	June 18, 1918	Nov. 23, 1918
Joseph F. Kelly.....	Do.....	Apr. 30, 1919
James Jenkins, jr.....	Aug. 21, 1918	Nov. 25, 1918
Charles R. Bixby.....	Sept. 23, 1918	June 30, 1919
Robert L. Davison.....	Apr. 16, 1919	Do.
Southern States—		
Ray G. Edwards.....	July 6, 1918	Do.
Pacific coast—		
Mark C. Cohn.....	Sept. 11, 1918	Do.
Special field agent for colored registries, Fred D. McCracken.....	Apr. 16, 1919	Do.
Washington division, homes registration service, manager, Edwin S. Hege.....	Sept. 17, 1918	Do.

¹ Deceased. Mr. Morris J. Wessel was taken ill with influenza-pneumonia at Newark, N. J., while in the active service of this division, and died Oct. 10, 1918, after a few days' illness. He had devoted himself without stint to the service of the Housing Corporation at a time when an inadequate force and imperative needs of the congested centers of war industry required overwork and extreme effort on the part of all. His excellent judgment, tireless energy, and nobility of character made him one of the most valued agents of the corporation. His early death in the service of the Government represents a sacrifice as great as any at the European battle front.

HOMES REGISTRATION DIVISION.

99

Organization and activities of 88 Homes Registration Service agencies.

Place.	Homes Registration Service organized.	Post-office canvass.	Registry canvass.	First report.	Last report.	Total applications received at last report.	Total applications filed at last report.
Alameda, Calif.	Sept. 13, 1918	Sept. 13-15, 1918.	Sept. 23-26, 1918.	Oct. 19, 1918	Nov. 16, 1918	64	32
Alexandria, Va.	Oct. 29, 1918	Sept. 16-23, 1918.	Rooms secured through publicity.	Oct. 28, 1918	June 28, 1919	601+	398
Alliance, Ohio.	July 9, 1918	June 29, 1918.	Previous canvass.	July 27, 1918	June 28, 1919	1,017+	1,017
Alton, Ill.	Oct. 9, 1918	None made.	Sept. 11-14, 1918.	Oct. 26, 1918	May 17, 1919	271	151
Asbury Park, N. J.	July 17, 1918	June 24-July 6, 1918.	July 11-17, 1918.	Aug. 3, 1918	Sept. 7, 1918	117+	133
Astoria, Oreg.	Oct. 10, 1918	Oct. 11-12, 1918.	Oct. 21-23, 1918.	Oct. 26, 1918	Jan. 25, 1919	365	112
Atlantic City, N. J.	Sept. 13, 1918	Aug. 19-23, 1918.	Aug. 20-Sept. 1, 1918.	Oct. 2, 1918	Nov. 23, 1918	754+	754
Baltimore, Md.	Jan. 27, 1919	None made.	Rooms secured through publicity.	Mar. 1, 1919	June 21, 1919	208+	158
Bath, Me.	June 17, 1918	June 17, 1918.	June 17, 1918.	July 6, 1918	June 7, 1919	1,101+	385
Berkeley, Calif.	Sept. 13, 1918	None made.	Sept. 23-25, 1918.	Oct. 5, 1918	Dec. 7, 1918	115+	115
Bremerton, Wash.	Sept. 27, 1918	do.	Sept. 30-Oct. 2, 1918.	Oct. 12, 1918	June 28, 1919	3,229+	1,582
Bridgeport, Conn.	May 31, 1918	Apr. 27-29, 1918.	June 17, 1918.	July 6, 1918	Dec. 14, 1918	1,703+	964
Buffalo, N. Y.	Aug. 13, 1918	None made.	Sept. 5, 1918.	Dec. 7, 1918	Dec. 14, 1918	504+	504
Butler, Pa.	July 15, 1918	July 22, 1918.	July 18-20, 1918.	July 20, 1918	Dec. 14, 1918	330+	240
Camden, N. J.	Aug. 28, 1918	Aug. 15-18, 1918.	Sept. 5-8, 1918.	Oct. 5, 1918	June 7, 1919	2,797+	2,116
Charleston, S. C. (white).	Oct. 18, 1918	None made.	Previous canvass.	Jan. 11, 1919	June 28, 1919	1,082	451
Chester, Pa.	Sept. 4, 1918	Aug. 1-6, 1918.	Sept. 2-6, 1918.	Sept. 21, 1918	Mar. 15, 1919	1,028	672
Chicago, Ill.	June 27, 1918	July 1-6, 1918.	July 29-Aug. 19, 1918.	July 27, 1918	Jan. 18, 1919	1,363+	1,272
Colored.				May 31, 1919	June 30, 1919	9	9
Cleveland, Ohio.	Aug. 4, 1918	Aug. 3, 1918.	Aug. 16-Sept. 4, 1918.	Oct. 12, 1918	June 28, 1919	1,931+	1,006
Columbus, S. C.	Oct. 22, 1918	Oct. 14, 1918.	Previous canvass.	Nov. 16, 1918	June 28, 1919	1,716+	1,480
Dayton, Iowa	July 16, 1918	July 16, 1918.	Aug. 8-12, 1918.	Nov. 16, 1918	Dec. 14, 1918	1,824+	177
Dayton, Ohio.	July 3, 1918	June 28-29, 1918.	July 13, 1918.	July 13, 1918	Nov. 25, 1918	4,238+	2,325
DeWitt, Conn.	Aug. 8, 1918	July 22-24, 1918.	Aug. 6-8, 1918.	Aug. 24, 1918	Nov. 30, 1918	249	188
East Moline, Ill.	July 17, 1918	July 16, 1918.	Aug. 12-13, 1918.	Sept. 7, 1918	Feb. 8, 1919	426	125
Easton, Pa.	July 11, 1918	July 10-12, 1918.	July 16-18, 1918.	July 27, 1918	Jan. 11, 1919	1,138	718
Elizabeth, N. J.	Sept. 16, 1918	July 6-10, 1918.	Aug. 24, 1918.	Nov. 9, 1918	Dec. 31, 1918	435	346
Erie, Pa.	Apr. 24, 1918	Apr. 25-June 3, 1918.	Rooms secured through publicity.	July 13, 1918	Mar. 22, 1919	7,901+	7,326
Florence, Ala.	Sept. 25, 1918	None made.	Sept. 23, 1918.	Dec. 28, 1918	Jan. 11, 1919	222	102
Freeport, Ill.	Feb. 21, 1919	do.	Mar. 31, 1919.	June 7, 1919	Jan. 14, 1919	4	2
Gary, Ind.	July 13, 1918	June 23, 1918.	July 20-23, 1918.	July 27, 1918	May 3, 1919	1,329+	94
Hamilton, Ohio.	Sept. 4, 1918	Aug. 29, 1918.	Sept. 10-14, 1918.	Sept. 28, 1918	June 28, 1919	228+	153
Hammond, Ind.	July 12, 1918	June 22-July 13, 1918.	Aug. 5-8, 1918.	Dec. 21, 1918	Feb. 8, 1919	35	
Harrisburg, Pa.	Apr. 11, 1919	None made.	Apr. 14, 1919.	Apr. 20, 1919	June 28, 1919	260+	177
Hon., N. Y.	Sept. 4, 1918	do.	Sept. 4, 1918.	Sept. 21, 1918	Dec. 21, 1918	2,735	1,551
Indianapolis, Ind.	Oct. 18, 1918	Sept. 12-13, 1918.	Sept. 24-27, 1918.	Oct. 2, 1918	Dec. 21, 1918	65	28
Janesville, Wis.	Oct. 12, 1918	None made.	Oct. 23-Nov. 14, 1918.	Oct. 19, 1918	June 28, 1919	991+	697
Long Beach, Calif.	Oct. 21, 1918	do.	Oct. 29-31, 1918.	Mar. 15, 1919	Mar. 22, 1919	179+	179
Long Branch, N. J.	July 29, 1918	June 26-27, 1918.	July 13-25, 1918.	Aug. 10, 1918	Dec. 7, 1918	109	61
Lowell, Mass.	June 24, 1918	June 12-14, 1918.	July 1-3, 1918.	July 6, 1918	Nov. 30, 1918	746+	559
Mansburg, Ohio.	Sept. 18, 1918	Sept. 18, 1918.	Sept. 22, 1918.	Oct. 26, 1918	Oct. 26, 1918	40	8
Milton, Pa.	Nov. 11, 1918	None made.	Rooms secured through publicity.	Nov. 23, 1918	Dec. 14, 1918	31	10
Milwaukee, Wis.	Oct. 31, 1918	do.	Nov. 18, 1918.	Jan. 4, 1919	June 28, 1919	1,151+	552
Moline, Ill.	Aug. 8, 1918	July 13, 1918.	Aug. 12-16, 1918.	Aug. 30, 1918	Feb. 8, 1919	833	309
Muskegon, Mich.	Nov. 8, 1918	None made.	Rooms secured through publicity.	Oct. 26, 1918	Nov. 2, 1918	21	
Nagatuck, Conn.	Aug. 6, 1918	July 23-24, 1918.	Aug. 5-7, 1918.	Aug. 24, 1918	Nov. 30, 1918	76	35
Newark, N. J.	June 29, 1918	June 27-July 1, 1918.	Aug. 15-18, 1918.	Oct. 12, 1918	Apr. 6, 1919	1,125+	1,125
New Brunswick, N. J.	July 22, 1918	June 28-July 3, 1918.	July 25-27, 1918.	Aug. 3, 1918	Nov. 2, 1918	3,788	925
New London, Conn.	June 1, 1918	June 3, 1918.	Nov. 6-9, 1919.	Aug. 3, 1918	Apr. 6, 1919	2,503+	1,049
Newport, R. I.	Sept. 23, 1918	May 18-28, 1918.	May 18, 1918.	July 13, 1918	June 28, 1919	7,022+	6,530
Newport News, Va.	Nov. 5, 1918	None made.	Previous canvass.	Jan. 4, 1919	June 28, 1919	1,525+	1,459
Niagara Falls, N. Y.	Dec. 10, 1918	do.	do.	Dec. 28, 1918	May 3, 1919	152	30
Niles, Mich.			Mar. 29, 1919.	Apr. 1, 1919	May 10, 1919	54	2
Niles, Ohio.	Nov. 4, 1918	July 9-10, 1918.	Nov. 9, 1918.	Oct. 12, 1918	Feb. 15, 1919	320	57
Norfolk, Va.							
White.	July 30, 1918	Sept. 25, 1918.	Sept. 25, 1918.	Oct. 5, 1918	Mar. 15, 1919	1,863	1,104
Colored.	Aug. 7, 1918	July 28, 1918.	Aug. 10, 1918.	Oct. 19, 1918	Dec. 28, 1918	495+	495
Oakland, Calif.	Sept. 13, 1918	Sept. 25-Oct. 10, 1918.	Sept. 23-Oct. 21, 1918.	Oct. 26, 1918	Jan. 18, 1919	3,190	1,081
Panama, Fla.	Sept. 27, 1918	None made.	Oct. 2, 1918.	Nov. 2, 1918	Mar. 1, 1919	533	335
Perth Amboy, N. J.	July 31, 1918	June 26-July 3, 1918.	Aug. 6-7, 1918.	Aug. 10, 1918	June 7, 1919	589+	296
Philadelphia, Pa.	Sept. 16, 1918	Aug. 6-Oct. 1, 1918.	Sept. 27, 1918.	Sept. 28, 1918	June 14, 1918	1,694+	845
Pittsburgh, Pa.	Oct. 21, 1918	Nov. 1-7, 1918.	Oct. 21, 1918.	Nov. 9, 1918	Dec. 30, 1918	302+	128
Portsmouth, Va.							
White.	Sept. 25, 1918	None made.	Nov. 2-6, 1918.	Oct. 12, 1918	June 28, 1919	2,951+	1,084
Colored.	do.	do.	do.	Feb. 15, 1919	do.	164+	164
Racine, Wis.	Oct. 8, 1918	Sept. 24, 1918.	Oct. 16-19, 1918.	Nov. 2, 1918	Jan. 4, 1919	584	460
Richmond, Va.	Nov. 4, 1918	Aug. 20-Sept. 14, 1918.	Oct. 27-Nov. 5, 1918.	Nov. 9, 1918	Nov. 9, 1918	6	
Rock Island, Ill.	July 17, 1918	July 17, 1918.	Aug. 6-11, 1918.	Nov. 30, 1918	Mar. 25, 1919	4,800+	4,800
St. Joseph, Mich.	Feb. 25, 1919	None made.	Feb. 27-Mar. 1, 1919.	Apr. 5, 1919	June 14, 1919	139+	52
San Francisco, Calif.	Sept. 13, 1918	do.	Sept. 24-30, 1918.	Oct. 5, 1918	Nov. 16, 1918	348	232
Seattle, Wash.	Sept. 24, 1918	Sept. 25-28, 1918.	Oct. 21-24, 1918.	Nov. 9, 1918	June 28, 1919	21,898	9,082
Sharon, Pa.	July 23, 1918	July 19, 1918.	Aug. 1-3, 1918.	Aug. 17, 1918	May 10, 1919	233+	173
Sheffield, Ala.	Sept. 24, 1918	None made.	Sept. 28, 1918.	Oct. 12, 1918	Mar. 29, 1919	453+	453
South Bend, Ind.	Sept. 10, 1918	Sept. 9, 1918.	Sept. 10-17, 1918.	Oct. 12, 1918	June 28, 1919	211+	208
Stamford, Conn.	Aug. 27, 1918	Aug. 27-28, 1918.	Sept. 5-8, 1918.	Sept. 28, 1918	May 31, 1919	286+	128
Suffolk, Va.	Aug. 6, 1918	None made.	Aug. 30-Sept. 4, 1918.	Oct. 29, 1918	Feb. 1, 1919	655+	653
Tacoma, Wash.	Oct. 8, 1918	Oct. 10-12, 1918.	Oct. 15-17, 1918.	Oct. 26, 1918	Dec. 21, 1918	320	48
Tacony, Pa.	Aug. 7, 1918	Aug. 7-15, 1918.	Aug. 14-26, 1918.	Aug. 31, 1918	Nov. 16, 1918	457	408
Trenton, N. J.	Sept. 18, 1918	Aug. 7-12, 1918.	Sept. 18-21, 1918.	Nov. 9, 1918	Dec. 7, 1918	36	19
Tusculum, Ala.	Sept. 26, 1918	None made.	Sept. 28, 1918.	Oct. 12, 1918	Nov. 30, 1918	15+	10
Utica, N. Y.	Sept. 5, 1918	Sept. 6-9, 1918.	Sept. 1-5, 1918.	Sept. 21, 1918	Feb. 22, 1919	321	171
Vallejo, Calif.	Sept. 12, 1918	Sept. 13-14, 1918.	Sept. 15-16, 1918.	Aug. 24, 1918	June 18, 1919	6,988	1,288
Warren, Ohio.	July 27, 1918	July 26, 1918.	July 31-Aug. 3, 1918.	Sept. 5, 1918	Apr. 19, 1919	473	129
Washington, D. C.							
White.	Sept. 5, 1918	Canvass by police, Sept. 18-19, 1918.	Soldiers' canvass, Sept. 23-Oct. 14, 1918.	Oct. 19, 1918	June 14, 1919	11,712	3,887
Colored.	do.	do.	do.	Nov. 9, 1918	do.	1,805	1,266
Waterbury, Conn.	Aug. 24, 1918	July 23-24, 1918.	Aug. 26, 1918.	Aug. 17, 1918	Nov. 9, 1919	187	76
Watertown, N. Y.	July 31, 1918	Sept. 11-Oct. 2, 1918.	Sept. 19-21, 1918.	Sept. 28, 1918	Nov. 23, 1918	218	84
Watervliet, N. Y.*		None made.	Several canvasses.	July 6, 1918	June 21, 1919	3,060+	1,644
Wilmington, Del.	Nov. 15, 1918	Oct. 22, 1918.	Nov. 11-18, 1918.	Nov. 23, 1918	Jan. 4, 1919	148	79
Youngstown, Ohio (colored).		July 24, 1918.			June 28, 1919	44+	38
						127,286	71,481

* Printed list of vacancies was made as result of Homes Registration Service canvass. Hundreds of unrecorded placements were made.
 * This registry was maintained in the Watervliet Arsenal but reported to the United States Housing Corporation.

Cities in which a vacancy canvass had been made or was being arranged for at the time of the armistice. In these cities the United States Homes Registration Service was contemplated but, as a result of changed conditions, was not established:

Akron, Ohio.	Muncie, Ind.
Atlanta, Ga.	Norwich, Conn.
Bayonne, N. J.	Paterson, N. J.
Canton, Ohio.	Pontiac, Mich.
Charleston, W. Va.	Portland, Oreg.
Cincinnati, Ohio.	Portsmouth, N. H.
Columbus, Ohio.	Richmond, Calif.
Covington, Ky.	San Pedro, Calif.
East Chicago, Ind.	Toledo, Ohio.
Gloucester, City, N. J.	Vancouver, Wash.
La Porte, Ind.	Watertown, Mass.
Los Angeles, Calif.	Waukegan, Ill.
Marblehead, Mass.	Williamsburg, Va.
Michigan City, Ind.	Wilmington, Calif.

List of memorandums issued by the Division of Homes Registration and Information, United States Housing Corporation, to the local committees of the United States Homes Registration Service.

1. Housing of employees with families.
2. Rent profiteering.
3. How the Homes Registration Service helps win the war.
4. Suggested newspaper publicity for cities having serious housing shortage.
5. Suggested publicity for churches.
6. The importance of adequate lists and of live publicity.
7. Committees on rent profiteering—organization, purpose, method, results.
8. Practical suggestions to committees on rent profiteering by the chairman of the New London committee of 24.
9. Abstract of certain cases of rent profiteering reviewed by the New London committee of 24.
10. Investigation of rooms for women war workers.
11. Newspaper publicity.
12. Rooms for light housekeeping.
13. Activities of registries not to be affected by talk of peace.
14. Repair of vacant buildings and making them available for war workers.
15. Notice to landlords and tenants of hearing on complaints of rent profiteering.
16. Houses for sale and in bad repair.
17. Criteria for the grading of housing accommodations.
18. Queries relating to reports of placements.
19. Cooperation with real estate offices in listing vacant houses and flats.
20. Responsibilities of the registries undiminished by the discussion or the signing of the armistice.
21. The reason why it is important to keep local offices of the United States Homes Registration Service operating at full strength.
22. Letter to managers of industrial and commercial establishments regarding Homes Registration Service.
23. Available means for securing compliance with committee's decisions.
24. Principles for determining fairness in matters of rental.
25. Possibilities of increased usefulness.
26. The house as a community concern.
27. The interchange of ideas.

28. Cooperation with other agencies.
29. The information service.
30. Cooperation with the Public Works and Construction Division of the United States Department of Labor.
31. Report of activities of local registries.
32. The United States Homes Registration Service as a civic asset.
33. Cooperation between the Homes Registration Service and the home service section of the Red Cross.
34. Landlord and tenant committees as local agencies.
35. An effective appeal for funds.
36. The spring clean-up campaign.
37. Bibliography on the clean-up campaign.
38. Good housing as an expression of welcome.
39. The value of photographs.
40. A brief list of books on housing.
41. English women study housing problems.
42. The importance of avoiding congestion in housing.
43. Form letters to enlarge lists of accommodations.
- 43a. What inadequate housing means.
44. A brief list of American periodicals dealing with housing.

SECTION ON RENT PROFITEERING.

CAUSES OF INCREASE IN RENTALS.

Paralleling the congestion in industrial centers came a soaring of rentals. Even the well-directed and vigorous efforts of the United States Homes Registration Service to bring into use all existing housing facilities frequently failed to reduce the pressure sufficiently to prevent unprecedented and sometimes extortionate demands on the part of landlords. For where the supply of dwellings is limited and the demand for dwellings is great, landlords can get high prices for their vacancies. Rentals continued to maintain strong upward tendencies and the rise was unfortunately most marked in precisely those places where large bodies of contented labor were most needed.

Everybody, tenants included, generally recognized that certain increases were legitimate in view of increased costs in the way of taxes, maintenance, service, and repairs. But in large numbers of cases throughout the entire country tenants felt that landlords were taking advantage of the war conditions to line their pockets at the tenants' expense. Often, doubtless, this feeling was unjustified. Even so, it was important that the tenants should be brought to realize this fact, for unrelieved feelings of grievance are a menace both to industry and to society at large. In many instances, however, the complaints were well founded. Unscrupulous landlords, sacrificing even patriotism and fairness to greed, kept raising rentals with alarming frequency, very commonly synchronizing this action with advances in wages or with the appeals of new or expanding industries for additional workers. Complaints were numerous of rentals two, three, and even four times the normal figure.

402-B

402-B-R

402-P

402-P-R



103-B

102-B

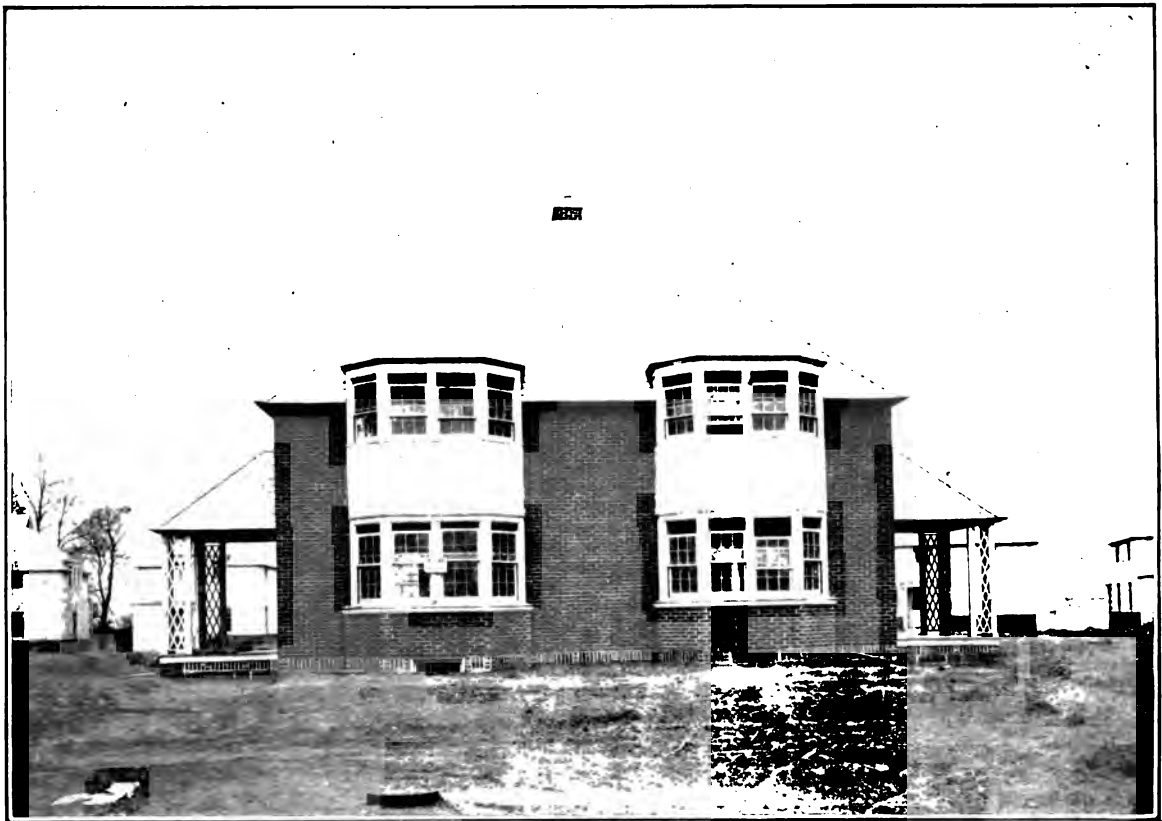


ERIE, PA.

Types 402-B, 402-B-R, 402-P, and 402-P-R, Five-room Row Houses (West Tract).

Types 102-B and 103-B, Six-room Detached Houses (East Tract).

(See Vol. II, pp. 172, 173, 176.)



ERIE, PA.

Type 203-B and 203-B-R, Semidetached Six-room Houses.

(Same plan as Vol. II, p. 174.)

In the meantime, moreover, repairs and maintenance were often neglected and the service diminished. Refusal to pay the demanded increases—or even vigorous protests against them—and insistence upon necessary repairs or agreed services were met with threats of dispossession. In fact, valuable skilled workmen and feremen in war industries were evicted from their homes solely because of their unwillingness to pay grossly exorbitant rentals.

EFFECT OF INCREASED RENTALS ON WAR ACTIVITIES.

The consequence was not merely disunion and sharp class feeling, but impaired spirit and morale in the ranks of labor. This manifested itself in an abnormally large labor turnover and in an unsatisfactory output. On July 10, 1918, Col. L. T. Hillman, the commanding officer at the Rock Island Arsenal, wrote as follows:

The demand for houses has enabled owners not only to demand rents out of all proportion to the value of the property and accommodations provided, but it also tempts them to place unreasonable restrictions upon tenants, such as prohibition of room renting and housing of children, etc. * * * This arsenal is daily losing from 5 to 10 men on account of the abnormal increase in rents and because of the prohibitive clauses as far as families and children are concerned demanded by the owners of property. * * * Prompt action on the above is requested by the commanding officer, Rock Island Arsenal, in order to relieve a situation which is daily becoming more serious and which threatens the successful carrying on of the work that this arsenal is charged with the responsibility of accomplishing.

In memorandum dated July 23, 1918, the commandant of the navy yard at Mare Island, Calif., said:

The uncalled-for raising of rentals in Vallejo has given the navy yard much embarrassment and has been the cause of discontent among the workmen and the inability of the yard to secure the services of good mechanics who would not put up with the treatment to which they had been subjected in Vallejo. It is well known that an increase in the pay of navy-yard workmen is invariably followed by an increase in rents and other costs of living. Property owners in Vallejo do not base their rents on what might be considered a reasonable profit on the investment, but as to how far they can go to extort from workmen the major portion of their increasing wages. * * * This yard, with its present equipment, could employ about 1,500 additional mechanics, and the inability to do so is due purely to the congestion in Vallejo and to the fact that comfortable accommodations at reasonable rates can not be obtained.

From the city of Cleveland, Ohio, came the following resolution:

Whereas it appears that rentals in residences and dwelling apartments have been advanced throughout this city out of proportion to the increases which have been granted to wage earners; and

Whereas numerous of these advances are without any justification, for the reason that the property has not increased in value, nor have the taxes thereon been materially increased; in fact, in some cases the values have depreciated, which fact has been taken into consideration by the taxing authorities; and

Whereas the landlords have refused to rent to families with children of school age; and

Whereas these causes are creating an undue hardship upon the average wage earner, who is the mainstay of the Government, and whose support is essential to the successful termination of the World War: Now, therefore, be it

Resolved by the council of the city of Cleveland, State of Ohio, That it is the opinion of this council that immediate measures should be taken to regulate the rents, and that a certified copy of this resolution be sent to the President of the United States, the Senators and Congressmen from this city, for their consideration, and requesting them to take such action as will be necessary to correct the above conditions.

Letters of a similar sort or registering individual complaints came to the Bureau of Industrial Housing and Transportation by the score from the very beginning of its existence. Presidents and employment managers of firms having war contracts joined with the commanding officers of arsenals and navy yards, with city officials, with labor unions, and with tenants in urging that measures be taken to remedy the situation by putting a curb on rent profiteers.

NEED OF ACTION BY HOUSING BUREAU.

A number of city councils and boards appointed committees from among themselves or the citizens at large to inquire into the situation and to assure to tenants every protection afforded by the law. Similar ends were sought by the governor of Connecticut in appointing for the purpose local committees consisting of three representative citizens. Hundreds of complaints of rent profiteering came to the Housing Bureau referred from the War and Navy Departments, the Council of Defense, and other Federal offices, and from the tenants themselves. The problem was obviously one falling within the duties of the Bureau of Industrial Housing and Transportation. The matter was, therefore, taken up with the War Labor Policies Board and an agent was sent to New London, where the problem was peculiarly acute, to devise some plan for meeting this evil. In cooperation with local manufacturers and the Central Labor Union a representative joint committee of 24 members was established to investigate these cases and settle them by conference and conciliation where possible. Mr. John C. Ellis, president of the Central Labor Union, was made chairman of the committee.

THE NEW LONDON COMMITTEE OF 24.

The chairman of the "committee of 24," as the New London committee came to be called, appointed four subcommittees of six members each (including their chairman) and having equal representation of labor and of property owners or real estate men. The general committee, however, retained complete juris-

diction over the subcommittees, with the power, for cause, to remove any of their members. The grievances which tenants presented from time to time to the secretary of the committee of 24 were referred, according to convenience, to one or the other of the subcommittees. The latter then summoned both landlord and tenant to appear before them at an early session and to present all relevant facts as they viewed them. If the committee judged the landlord justified in his attitude and charges, it endeavored so to persuade the tenant; in any event, it dismissed the case. If the rental was deemed extortionate or if the landlord had failed to carry out expressed or implied agreements with respect to repairs or improvements, the committee sought to persuade him to just and reasonable action. Its appeal was primarily to the sense of fairness, patriotism, and civic pride. It had the backing, however, of the public conscience and public opinion—forces which few care to defy. If so compelled, in order to bring about a compliance with its decisions, it published all the facts of the case, though without comment, in the local press. Careful records were kept of all proceedings so that if the matter should be carried to the courts the committee could easily present all the facts underlying its recommendations in the case. It should be added that there was an appeal committee of three persons. It is significant, however, that not a single case was carried to it either by tenant or by landlord.

EXTENSION OF PLAN TO OTHER COMMUNITIES.

The success of the committees was so signal as at once to commend the New London plan to other communities. In rapid succession the Division of Homes Registration and Information organized committees on rent profiteering in a large number of cities. Frequently these bodies represented subcommittees of the United States Homes Registration Service, though not uncommonly they acted in relative independence of the latter agency or were called into existence through correspondence or through field agents, where it was not found feasible to undertake a vacancy canvass or establish a registry. The New London committee thus proved to be the forerunner of others which operated under the supervision of the Division of Homes Registration and Information or reported to it.

While the New London plan was followed very closely in a number of cities, there were not a few divergencies as regards both organization and operation. In Buffalo, N. Y., Newark, N. J., and Jersey City, N. J., for example, district committees of three (representing for the most part labor, law, and real estate) were established, together with a review or appeal committee of three.

In most of the Ohio cities and elsewhere also the complaints of rent profiteering came before the committees as a whole, and these were organized with three, five, or seven members. In Cleveland, Ohio, on the other hand, there was a secretary, who had a desk in the city hall, where he received all complaints in matters relating to tenantry. Many of the complaints were of such a sort that he could dispose of them at once. The others were put into writing and a time was set when both tenant and landlord were summoned to appear before the officially appointed rent adjuster. There were a few cases which the latter deemed it unwise, for one reason or another, to adjudicate, and these were referred to the civic committee on rent profiteering. The latter acted also as the board of appeals. In Philadelphia all cases were referred to the counsel for the Fuel Administration, whose large success was due to fine judicial qualities combined with a courageous fairness. He was able also to utilize the threat of refusing to permit a further supply of coal to the houses of landlords who declined to accept a fair rental or who evicted war workers merely because of their unwillingness to pay an exorbitant rate.

The policy of the Washington office was to encourage, wherever feasible, the organization of fairly large committees representative of all the interests involved and acting by thoroughly democratic methods patterned after those used in New London. Even where such committees were established, however, or where the attack on rent profiteering was conducted by a subcommittee of the United States Homes Registration Service, the complainants came as a rule to the chairman, secretary, or manager, who quite naturally sought at once to adjust the difficulty in so far as he was able. As a matter of actual practice, this very frequently led to individual rather than committee action. In these cases the activities of the committees themselves were sometimes relatively negligible. Even so, however, the committee was of great value both in adding to the prestige and authority of the individual who performed the services of a mediator or rent adjuster, and in making possible an appeal from his decisions.

METHODS OF DETERMINING A JUST RENTAL.

As already suggested, the committees on rent profiteering did not conceive it to be their function, strictly speaking, to determine with exactness and in the abstract what the rental of the given property should be in order then to enforce this rental. They set themselves, rather, the task of adjustment and of mediation, of effecting an agreement between landlord and tenant, and, in addition, of fostering good feeling and confidence. In other words, their efforts

in the large were not so much judicial as conciliatory. Conciliation, however, almost invariably involves some consideration of what under the existing conditions is fair. The most secure basis of agreement and confidence is justice. Thus, though each case was largely considered by itself, with the aim of reaching a mutually satisfactory settlement, the committees were compelled to the use of certain general principles or standards in the determination of what would constitute a fair rental. The principles or standards represented the judgment of the committees themselves. The Division of Homes Registration and Information, though instrumental in organizing committees and continuing to exercise a certain supervision over them and to inform them with reference to methods found helpful in other localities, and though receiving from them reports and requests for information as well as for advice in specific cases, nevertheless regarded the committees as essentially local agencies. For this reason, and also because of the wide divergence between localities in such matters as rates of interest, opportunities for investment, character of housing, and extent, kind, and costs of service rendered, the division did not presume to lay down any standards of fairness to be employed by the community committees. It confined itself in this matter to compiling and distributing a list of various standards representing the usage of committees or their individual members. This list was submitted in the following manner and language:

1. Reports from Sharon, Pa., indicate that the standard there adopted for detached houses is a yearly rental amounting to 10 per cent of the gross investment.

2. The New London, Conn., committee computes the yearly rental of houses by taking 10 per cent of the assessed valuation increased by one-third. Allowances are made for repairs or alterations that are in any way extensive.

3. Information from Wilmington, N. C., indicates that a common standard there is the rental of 1914 increased by 15 per cent, this being regarded as the proper allowance for the subsequent increase in the cost of maintenance.

4. In Newark, N. J., it has been suggested that a proper increase in a great many cases would be 20 per cent.

5. Frequently the fairness of a rental is determined by reference to the net returns which it pays on the money invested. In Berkeley, Calif., 6 per cent, without any allowance for depreciation, has been accepted as adequate; elsewhere 7 per cent and also 8 per cent have been considered just.

6. In past years it has been customary in Cleveland, Ohio, to regard the rental of apartment houses as fair if it amounted annually to 12 per cent of the sound valuation of the property. In determining fair rentals during the war, it is the practice of the committee to figure 8 per cent on the investment, 2 per cent for maintenance, 1 per cent for vacancies, besides the actual taxes, insurance, and water rates paid, and the cost of janitor service, coal, gas, and light. [Though used as a guide, this standard is modified whenever obviously necessary in order to insure "reasonableness."]

7. In computing the annual rental recommended by it for apartment buildings, the committee of Allentown, Pa., took 6 per cent

of the sound valuation and added the taxes and the cost (as shown by actual expenditures of the preceding year) of heat, light, cleaning, insurance; it added also 10 per cent of the total cost of a new roof and an allowance for inside and outside repairs amounting to 20 per cent more than the expenditures of the preceding year.

8. In Chicago, the plan has been widely adopted of dividing apartment buildings into three classes: (a) Those heated by tenants; (b) those in which the owner furnishes heat and janitorial service, with building fairly modern; (c) those in which the owner furnishes heat and janitorial service, with building not modern. The annual rentals figured in normal times are, respectively, 10 per cent, 15 per cent, and 18 per cent, of the appraised value of the properties. At present, 2 per cent additional is allowed in all three cases. The belief is that, with proper management, this rental will net the owners 6 per cent on the appraised value of their investment.

9. From Boston we have received figures relating to legitimate increases in room rent. Taking the figures which the accounts for 1917-18 show to have been fair, there is added enough to provide for the actual increases (as nearly as they can be estimated) in the item of coal, laundry, gas, and furnishings; a small sum is also allowed to provide for the increased cost of living of the landlord.

10. From Philadelphia comes the judgment that a fair rental at present would be the rental as of January 1, 1917, increased by an amount sufficient to cover (a) any subsequent increase in taxes, (b) 10 per cent per annum of the costs of any improvements made either at request of the tenant or to better sanitary conditions, and (c) 5 per cent on such repairs as are made to maintain the property in good condition. It is held, however, that there are exceptional cases in which increases beyond the above are justified. In evidence of items (b) and (c) receipted bills are required.

11. In Bath, Me., the practice of the committee has been to take the rent as of August 1, 1914, as basic. (If the fairness is called in question, the matter is determined by reference to whether or not the annual rental exceeds 10 per cent of the tax valuation increased by one-third.) For the installation of a flush closet, an addition in rental of \$2 per month is allowed; for a bathroom an addition of \$4 per month. To the total figure thus obtained 20 per cent is added to provide for the increased cost of repairs and upkeep.

FEDERAL LEGISLATION ON RENT PROFITEERING.

On May 31, 1918, Congress enacted the Saulsbury resolution, whereby tenants in the District of Columbia holding leases for one month or longer were protected from eviction or increases in rent until the declaration of peace with Germany or the repeal or modification of the act so long as they continued to pay or to tender rent according to the agreed terms, performed the other conditions of the tenantry not inconsistent with the resolution, committed no waste and no acts on the premises which constitute a nuisance or a breach of peace or other misdemeanor or crime, the sole exceptions being (a) in case the premises were necessarily required by a landlord or bona fide purchaser for occupation either by himself or his wife, children, or dependents while he was in the employ of or was officially connected with any branch of the Government, and (b) in case the property was sold to a bona fide purchaser for his own occupancy.

For the country as a whole no Federal legislation similar in purpose or effect to the Saulsbury resolution was ever enacted. An act, approved March 8, 1918, to "extend protection to the civil rights of members of the Military and Naval Establishments of the United States engaged in the present war" included a section relating to rents and by virtue of this fact was frequently helpful to the committees in preventing unwarranted increases or evictions. The section referred to is No. 300 of Article III and reads as follows:

1. That no eviction or distress shall be made during the period of military service in respect of any premises for which the agreed rent does not exceed \$50 per month, occupied chiefly for dwelling purposes by the wife, children, or other dependents of a person in military service, except upon leave of court granted upon application therefor or granted in an action or proceeding affecting the right of possession.

2. On any such application or in any such action the court may, in its discretion, on its own motion, and shall, on application, unless in the opinion of the court the ability of the tenant to pay the agreed rent is not materially affected by reason of such military service, stay the proceedings for not longer than three months, as provided in this act, or it may make such other order as may be just.

3. Any person who shall knowingly take part in any eviction or distress otherwise than as provided in subsection (1) hereof shall be guilty of a misdemeanor, and shall be punishable by imprisonment not to exceed one year or by fine not to exceed \$1,000, or both.

In addition to the civil rights act which enabled them effectively to protect the dependents of soldiers and sailors, the committees were able to fall back on the urgent deficiencies act (40 Stats., 345) in the case of housing emergencies connected with workers engaged in the production of torpedo-boat destroyers or their parts. This act authorized and empowered the President "to acquire or provide facilities additional to those now in existence for the construction of torpedo-boat destroyers, their hulls, machinery, and appurtenances, including the immediate taking over for the United States of the possession of and title to land, its appurtenances, and improvements, which he may find necessary in this connection." These provisions proved extremely helpful in bringing unreasonable landlords to terms. While dwellings were requisitioned by the Navy Department on appeal from this bureau in only two cities, the threat that they would be commandeered unless rented on reasonable terms was not uncommonly found necessary and when employed it almost invariably proved successful.

While an act was passed on March 1, 1918, authorizing the Shipping Board to requisition occupied dwellings for shipyard workers, similar provision for requisition of occupied dwellings was not granted to the Bureau of Industrial Housing and Transportation. As there were certain landlords—though fortunately only a very small percentage—who could not be deterred

from extortion by other than legal authority, various bills were introduced into Congress designed to prevent the impairment of war industries by profiteering landlords. Among these bills was one prepared by this bureau and introduced into the House of Representatives by Mr. Clark, of Florida, on August 6, 1918. The bill (H. R. 12818) was heard by the Committee on Public Buildings and Grounds on August 28 and 30.

As action on this matter was delayed, the armistice intervened and the bill was therefore dropped.

MEANS OF STOPPING RENT PROFITEERING.

Throughout their existence the committees on rent profiteering had no strictly legal authority, and outside of Washington there was no Federal legislation to which they could appeal except as already described. Nevertheless, they were not without ways and means which enabled them, with relatively few exceptions, to secure compliance with their decisions. The means can be enumerated and described most conveniently by reference to the following paragraphs from a memorandum prepared by the Homes Registration Division for the use of committees:

1. *Appeal to reason and the sense of fairness.*—In deciding what is reasonable and fair we all lean more or less on the judgments of our fellows. If our opinion differs from that of another, we tend to question its truth; if it runs counter to public opinion, we are inclined to serious doubt. The decisions of a representative committee which has patiently and impartially considered the facts will inevitably carry great weight. If presented with tact, they will in most instances commend themselves as reasonable, and individuals will be led by their desire to do right and by their sense of fairness to comply. Certainly the vast majority of people have an impulse to deal squarely and fairly, even if not generously; and a respected committee is peculiarly able to arouse this impulse.

2. *Patriotism.*—One of our successful committees reports that its appeal has been "entirely patriotic." Now the person who is "patriotic" merely in war time is really not patriotic at all. The dependents of those who have suffered death or wounds for our country and the men who return from fighting for America and for us have a just claim for comfortable and reasonably priced homes, where they may be secure against the profiteer and the worry of eviction. Our national welfare and progress, no less than our success in industrial competition with other lands, depends upon our preventing, so far as we may, grievances and social discontent. Let committees bring out these facts and show that fair dealing is "the acid test" of loyalty and patriotism.

3. *Civic pride.*—It is only human to love home and so also to love one's home community. Pride in one's city and in one's community is extremely keen in many parts of our land and is everywhere on the increase. It should be further stimulated, for without it we can not, in a country as big as ours, have genuine democracy. Several cities have written of their shame that profiteers in rents should exist in them or be known or even thought to exist. Pride in city and in its reputation will influence many landlords and especially real estate men to abide by the decisions of a properly constituted committee.

4. *Appeal to a standard of fairness determined by real estate operators themselves.*—Several cities have found it very helpful to ask their

principal real estate men or their real estate boards or organizations for a judgment as to what in general constitutes a fair rental. After they have thus considered the question and given their answer, real estate men have almost invariably refrained from asking or collecting more; and when more has been asked, committees have found it relatively easy to secure a proper reduction. (Allowance, of course, must be and has been made for exceptional cases in which rentals may legitimately be higher, or should be lower, than the determined standard would suggest.)

In some localities, particularly on the Pacific coast, real estate boards have further cooperated by furnishing to the committees a body of men competent to give an intelligent appraisal of the value of properties. These men, it is gratifying to report, have been selected with care, and they have done their work promptly and conscientiously.

5. *Agreements of owners and operators regarding rentals.*—To illustrate this method we would quote a highly patriotic agreement signed by 16 important representatives in Warren, Ohio:

"We, the undersigned owners and operators of housing properties in Warren, Ohio, agree that from this date to the ending of the war we will not raise rents above the present prices; that we will use our full influence wherever possible that others likewise refrain from raising rents; that in the case of separate houses, we will not discriminate against families with children; that we will cooperate to the fullest extent with your board in its work, and readily abide by its decision in housing matters, assisting you so far as we may to induce owners, where rents seem unjustly high, to reduce same."

The above would not be practicable everywhere; in its exact form, of course, it could not now be used anywhere. It suggests a method, however, which, if carefully adapted to present conditions and local circumstances, will prove of value.

6. *Makiation of a friend or respected acquaintance or official.*—An individual, properly selected and in sympathy with the committee's aims and its decisions in the particular case, is frequently able to swing the rebellious party into line.

7. *Disapproval of (or expulsion from) real estate boards, chambers of commerce, and similar organizations.*—In one city at least the organizations above indicated have decided to frown upon and to ostracize any member who is guilty of profiteering, and who, after having had an opportunity to appeal, still refuses to abide by the final recommendations of the local committee.

8. *Public opinion, threat of publicity, publicity.*—One of the strongest of human desires is that of wishing to stand well with others and to enjoy a good reputation. Combined with this there is often a business motive. A man's business will suffer if his general reputation is not good, also his property may not rent, or at least not rent well. But even apart from this monetary consideration individuals are reluctant to lose the respect of the committee, particularly in case this is fairly large. Much less are they willing to risk the danger of having the public learn through newspapers or gossip that they are charging more than the established committee regards as fair.

9. *Threat of increased taxes.*—(Report of profiteering to municipal assessors.) When landlords have hesitated to content themselves with what committees have regarded as reasonable advances in rental, the latter have sometimes threatened to bring the rental increases to the attention of the city assessors with the recommendation that the valuation of the property, and thus the taxes, be increased proportionately.

10. *Threat of (and, if necessary, an actual) refusal to list houses or rooms.*—The Homes Registration Service and other listing agencies have been induced to cooperate by refusing to list rooms or houses if the rentals demanded are in excess of those determined by the local committee. Applicants have been discouraged from paying exorbitant prices, and every effort has been made to locate them in quarters where the rates are reasonable.

11. *Influence of health department, city sanitarian, city council, tenement-house department.*—These agencies have rendered valuable assistance in compelling landlords to put their properties into habitable condition and tenants to give to property reasonable care.

12. *Threat to shut off fuel supply.*—(This was a war-time measure only.) In Philadelphia particularly, though elsewhere also, the Fuel Administration has lent its support by refusing to supply fuel to houses from which war workers were evicted contrary to the recommendation of the local authority on profiteering. The fear that his house must remain vacant during the winter has brought many a landlord to reasonable terms.

13. *Support of sheriff, mayor, prosecuting and other attorneys, judges, and governor.*—(War-time measure primarily.) Here or there all of these individuals have served powerfully to "back up" the decisions of the committee. In one city, at least, the sheriff has delayed serving writs of ejection upon indispensable war workers who were unable to find other accommodation. Attorneys have refused to press proceedings in such cases. Prosecuting attorneys, of their own initiative or at the request of the governor, have lent their aid and have been successful in staying action, particularly where there has been a failure on the part of the landlord to adhere strictly to sanitary and health regulations. Judges, also, of their own initiative and at times upon the recommendation of the governor, have refused to issue writs of dispossession of war workers where an exorbitant rental was in force, and when this was not the case have nevertheless stayed the writ of ejection until the close of the war. In Seattle no eviction suits are disposed of by the superior courts until the rent-profiteering committee has reported its findings. Governors have added their influence not merely in the ways just indicated, but also by insisting through newspapers that committees' decisions must be complied with, otherwise executive or State action would follow.

VALUE OF THE COMMITTEES.

Through the use of one or more of these means the committees were successful, in the vast majority of cases, in bringing even recalcitrant landlords to a position of justice. Writing to a representative of the Bureau of Industrial Housing and Transportation on November 11, 1918, Judge Goode, of the civil court, Norfolk, Va., said:

"It has come to my knowledge on several occasions that, through the very tactful and efficient administration of your department, most complicated and apparently irreconcilable situations have been compromised and adjusted out of court in a manner satisfactory to all parties concerned, and this work, I am sure, has been more potential in bringing about satisfactory results than the decisions rendered by me."

In some instances the success was phenomenal. In a letter dated October 28, 1918, Field Agent R. G. Edwards wrote as follows:

President Colein, of Central Labor Council, and chairman of the rent profiteering committee of Portsmouth, Va., stated that their sub-committees meet every night and hear four or five cases. Friday night all cases come before the whole committee. Every case has been adjusted without publicity to satisfaction of committee and both parties concerned. Have kept this up for six weeks.

CHANGES FOLLOWING THE ARMISTICE.

Immediately upon the signing of the armistice two changes of importance occurred. It was determined to discontinue threats to commandeer under the pro-

visions of the urgent deficiencies act. Moreover, it was suggested that the scope of the committees' activities and the altered program about to be assumed would render more appropriate for the committees the name "Landlord and tenant committee" (or tribunal) or "Committee on landlord and tenant relations."

A memorandum discussing these points reads in part as follows:

1. In their scope of action most of the committees have always been far more than committees on rent profiteering. They have dealt not merely with profiteering but with all sorts of grievances and difficulties as between landlords and tenants. Has not the time come when these additional functions should be more clearly recognized and more fully assumed? Landlords have their grievances; tenants, for example, may be excessively careless or even destructive; they may violate agreements respecting the subletting of rooms, keeping of animals on the premises, care of yard or shrubbery, etc.; through their habits they may be undesirable or even give to the place a questionable reputation. Neighbors may have complaints—to them certain tenants may be a general nuisance or the landlord's property an eyesore, if not a menace to health. Possible grievances of tenants against landlords are many—excessive increases in rental or threats of eviction when gardens are growing, winter coal is in cellar, or a rapid influx of population occurs; promised improvements or repairs not forthcoming; sanitary requirements not met; personal property illegitimately held when tenant decides to move. Whatsoever may be the nature of the complaints and whether or not they may have legal remedies, it is highly desirable to effect adjustments out of court, by a method which is prompt and economical, and will promote harmony and social contentment. Our local committees can and should extend their functions to cover all such cases. When this occurs the name might appropriately be changed to landlord and tenant tribunal or landlord and tenant committee.

2. It is the practice of some committees to deal with only such complaints as individuals bring to them of their own initiative. Other committees have in various ways made known their desire—or at least their willingness—that all grievances which exist be brought to their attention. One committee has gone so far as to institute a house-to-house canvass in order to locate not merely any actual grievances, but also any conditions which would afford legitimate ground of complaint. Which is the best policy? On the one hand, it seems clearly desirable that committees should seek to adjust as many as possible of the actually existing grievances, and in any city of considerable size this will mean that the committee must seek some degree of publicity. On the other hand, to advertise too extensively or by wrong methods may both invite insincere complaints and create difficulties between landlord and tenant that might not otherwise arise.

As a rule it is folly to create trouble, but there are important exceptions. Tenants may be ignorant of the dangers of damp cellars, uncovered or filled privy vaults, inadequate light or ventilation, overcrowding, or ineffectual disposal of sewage. If not wholly ignorant, they may be of the passive, acquiescent sort. In such cases, where conditions threaten health or morals, it is a duty of somebody not merely to adjust but also to create complaints. If, of course, city or State health laws are being violated, the Homes Registration Service or the committees on rent profiteering can set the law into motion.

Frequently, however, conditions are dangerous without violating any existing laws. In such cases the task is more difficult, but committees can do much to bring about improvements. The Homes Registration Service, in cooperation with the committee on rent

profiteering, should be a vigilance committee in so far as housing conditions tend to menace health or morals.

A further greatly needed service would be to encourage such activities—newspaper publicity, lectures, discussions, social surveys, etc.—as, (a) educate the general public with reference to the great importance of housing problems, and (b) spread information concerning the local situation—its defects and needs.

These committees acting together may and should help to bring about improved local legislation in matters of sanitation and to encourage the enforcement of existing ordinances and laws. They may exercise a large influence toward compelling old buildings and shacks to be torn down and toward extending to needed districts the sewage system and water supply.

The chief business of the landlord and tenant committee will continue to be the settlement of grievances (out of court) by conciliation. By cooperation with the Homes Registration Service it may also make great inroads upon bad housing conditions, which to-day make for discontent and inefficiency. Following the above plan it will do much to promote justice and a high type of citizenship.

After it seemed certain that active warfare would not be revived on a large scale, the section on landlord and tenant relations very largely relaxed its supervision over local attempts to regulate rentals. Though recognizing that in many cities rent profiteering continued to oppress individuals and to menace society, the conditions had removed the problem beyond the legitimate scope of its concern as a war-time agency. Many of the committees which it organized continued, but they did so in the capacity of strictly local agencies. On April 4, 1919, they were addressed as follows:

While this office is greatly interested in learning of the methods and results of the landlord and tenant committees and in transmitting to them the experiences of others, its relation to the local committees will hereafter be purely advisory. The landlord and tenant committees themselves are, in the strictest sense, maintained to promote contentment and justice in their respective localities. Wherever such committees are still needed, we urge them to continue in their present form, representing equally the owners of real estate and the tenant classes, with a chairman mutually acceptable to both interests.

The termination of the war introduced factors which rendered much more difficult and complex the work of the committees on landlord and tenant relations. It was not merely that the appeal to war-time patriotism had lost its force, or that individuals, again strongly desirous of directing their own affairs without governmental restrictions, everywhere began to chafe under the restraints and regulations to which they had previously yielded. The fact of the matter was that the time had come when the building of houses needed to be encouraged in every way possible. There was a distinct shortage of dwellings. An increased supply would largely solve the problems connected with profiteering and would contribute otherwise to the civic and general good. Their construction would provide needed employment and would afford a stim-

ulus to business and to public confidence. For these reasons, both as citizens and as persons who were interested in fighting rent profiteering, the members of committees lent their aid to various movements initiated for the encouragement of house building. But prices had mounted rapidly and the costs would therefore be very considerably higher than those of existing structures. If individuals were not to be deterred from erecting dwellings to rent, they needed to feel that no criticism would be passed upon them and that no obstructions would be placed in their way if they set a rental price corresponding to the investment made. While continuing their work of conciliation, therefore, and not neglecting to bring pressure to bear upon landlords in the more extreme cases, the committees felt it wise and necessary to adopt the attitude that new costs must be taken into the reckoning when considering complaints of rent profiteering. They sought, however, to insist upon proper sanitary conditions and, furthermore, to prevent landlords from wreaking vengeance on such tenants as had submitted complaints during the progress of the war. These functions caused numerous committees to "carry on," particularly in view of the widespread dissatisfaction among the laboring classes. In most cities, however, the close of the war and the withdrawal of active supervision by the section of landlord and tenant relations resulted in a dissolution of the local committees.

STATISTICS OF ADJUSTMENTS OF CASES.

During the course of its existence the Homes Registration and Information Division dealt, directly or through other agencies, with grievances of tenants or complaints of rent profiteering in 153 cities. (See pp. 109-111.) In 82 of these cities, the complaints were handled by special committees, the vast majority of which owed their inception to this division. Where the work of adjustment was done by individuals, records were frequently not kept; and even committees sometimes failed to keep or to preserve them. They were satisfied, as they sometimes put it, "to do the work" and to effect settlements without troubling to keep account of the cases or to send descriptions of their character and their disposal. In the case, however, of 48 of the committees which maintained the closest relation with the Washington office, the information is sufficiently complete to be cast into the form of a table, and this indicates a total of 8,029 complaints presented. The vast majority of these were reported as satisfactorily adjusted, though the details are sometimes lacking. The accounts of 6,073 of the adjustments, however, are such as to permit their classification into 1,102 decisions upholding the landlord, 3,456 in favor of the tenant, and 1,535 in

the nature of compromises between the demands of the two. Doubtless many of the adjustments nominally relating to rentals likewise prevented evictions. In addition to them, the committees reported the prevention of 752 evictions in cases in which the threats of the landlord to evict constituted the cause of the grievance.

To present a somewhat more concrete view of the work of the committees, we would quote the following summary report submitted by the fair rentals commission of Seattle, Wash., on January 1, 1919, and covering the activities of the three preceding months:

Cases filed Oct. 1, 1918, to Jan 1, 1919.....	691
Cases decided involving fair rental.....	463
Cases decided involving other matters.....	45
Cases withdrawn.....	157
Cases pending.....	26
463 decided cases involved advanced rent amounting to	\$15,006. 65
463 decided cases involved reduction of rent to.....	\$11,823. 10
Rent saved 463 complainants (one month).....	\$3,183. 55
Rent saved 463 complainants (one year).....	\$38,202. 60
Average rent saved per case (one month)	\$6. 875
Average rent saved per case (one year).....	\$82. 50
4 cases commission advanced rent.....	\$12. 00
Cases involving hotels managed directly by owner....	4
Cases involving apartments managed directly by owner	72
Cases involving hotels managed by lessees.....	48
Cases involving apartments managed by lessees.....	177
Cases involving hotels managed by Japanese lessees..	26
Cases involving apartments managed by Japanese lessees.....	75
Thirty-three cases, commission ordered repairs.	
Twenty-nine cases, commission sustained increase, conditioned on repairs.	
Four hundred and forty-six cases involve increased or excessive rent.	
Twenty-five cases involve "pay or vacate."	
Ninety-five cases involve notice to vacate.	
Twenty-two cases, commission dismissed complaints re no jurisdiction.	
Three cases adjusted without hearing.	
Twenty-five cases increased rent denied by commission.	
Forty-eight cases increased rent denied partially by commission.	
Forty-five cases increased rent sustained by commission.	
Three cases increased rent sustained partially by commission.	
Four cases rent increased by commission.	
One hundred and ninety-eight cases rent decreased by commission.	
Twenty-eight cases ejectment permitted by commission.	
Eighty-nine cases ejectment denied by commission.	

On February 1, 1919, the secretary of the committee of Cleveland, Ohio, reported as follows covering the period succeeding October 4, 1918:

October cases adjusted.....	64
November cases adjusted.....	102
December cases adjusted.....	77
January cases adjusted (3 weeks only).....	51
Total.....	294

Minor cases—advice only.....	659
Cases decided in favor of tenant.....	223
Cases decided in favor of landlord.....	46
Cases settled by landlord and tenant.....	25
Cases appealed to the full board (adjuster upheld in every appeal).....	11
Publicity required.....	9
Evictions prevented.....	62
Monthly rental saved.....	\$1,765.50

These figures represent the actual work done by the board. It is practically impossible to estimate the saving of rents throughout Cleveland we have been responsible for. On the other hand, we have eliminated hard feeling on the part of the tenant where the landlord was justified in raising the rent. Another feature of our work that has proved very successful is in preventing an immediate eviction. That is, where the owner wished to obtain possession of his property, we have succeeded in securing a 30 or 60 day stay for the tenant, which gave him sufficient time in which to secure new living quarters.

One of our chief benefits has been in connection with the dependents of men in the service, as the Government has given us fixed authority to deal with all such cases where any hardship would be caused by eviction or raise in rents.

For the month of March, 1919, the tabularized statement of the secretary of the committee on landlord and tenant relations, Cleveland, Ohio, was as follows:

Total cases heard by the adjuster.....	69
Total cases reheard by the adjuster.....	2
	<hr/> 71
Cases decided in favor of tenant.....	46
Cases decided in favor of landlord.....	16
Cases settled by landlord and tenant.....	7
	<hr/> 69
Apartments.....	34
Terraces.....	3
Duplex.....	25
Single.....	5
Double.....	2
	<hr/> 69
Minor cases, advice only.....	156
Monthly rental saved.....	\$456
Publicity required.....	10
Cases pending.....	18

VALUE OF THE LOCAL COMMITTEES.

In appraising the value of the committees on rent profiteering and the committees on landlord and tenant relations, it should not be overlooked that their very existence was unquestionably a powerful deterrent to attempts to profiteer. What the conditions would have been had they not been organized it is, of course, impossible to say. It is not unlikely, however, that more cases of profiteering were prevented through the sheer fact that a machinery existed for dealing with the evil than were actually adjusted by the committees or their members. Such was the impression of a number of the field agents

of the division, and the impression is borne out by the fact that in many localities in which conditions otherwise remained much the same the complaints became less and less numerous wherever committees endeavored to perform their duties conscientiously. In writing, on November 20, 1918, of work done some time in the past, Mr. R. N. Thompson, chairman of the committee of the United States Homes Registration Service of Naugatuck, Conn., said:

Of the three cases reported to the board one was a clear case of profiteering and was dealt with as such. The landlord has expressed his willingness to abide by the decision of the board and publicity proceedings will probably be unnecessary. This case demonstrated that the committee was on the job, and although we have no direct evidence to substantiate it we believe that it had a real effect in preventing unjust raising of rents.

The chairman of the committee on rent profiteering in Norfolk, Va., wrote as follows in a letter under date of November 25, 1918:

Inasmuch as the newspapers gave great prominence to the hearings and facts at first, I presume that it had the effect of preventing to some extent the charging of excessive rents in cases where the parties were free to avail of, or desired to avoid, the publicity which might attach to profiteering.

A very significant bit of evidence comes likewise from Seattle, Wash. When the landlords of that city learned that a committee on rent profiteering was to be organized, twelve of them came at once and reduced rentals of their own initiative.

A vast amount of good was accomplished by the committees in the way of bringing about needed repairs, the improvement of plumbing, and proper conditions generally. In numerous cases into which they examined the properties were found to be grave menaces to the health of their occupants. Often it appeared that landlords had made definite promises for improvements of one sort or another but had neglected to keep them. Definite figures are not available, but, taken as a whole, it would be a conservative statement to say that many hundreds of tenants secured more healthful and more congenial homes, as well as fairer treatment, because of the committees on landlord and tenant relations. The statement submitted from Buffalo, N. Y., of the work done up to December 21, 1918, includes a paragraph as follows:

In about 10 cases owners were induced to put old houses into habitable condition. In one case, the committee went so far even as to guarantee payment for the cleaning of the cesspools.

We cannot refrain, incidentally, from quoting another sentence:

In two cases profiteers were compelled to subscribe for Liberty bonds and to the Red Cross.

In purpose and in result the fundamental feature of the activities of the landlord and tenant committees

was their contribution to the nation's industrial program for the war. The immediate task was to promote both justice and harmony between landlord and tenant and to remove sources of discontent and sickness. This they succeeded in doing with a most gratifying degree of success, and by methods which, in their essentials, have met with the commendation of democratically minded men. In an article written for a New London, Conn., paper, a suggestion

is made which deserves serious consideration. We quote verbatim:

This idea of a committee of citizens of absolutely all classes, erected for the purpose of securing even-handed justice in the matter of house rents—which originated in New London and has spread to a good many American cities—is capable of great expansion; and there is every prospect that it will be expanded, perhaps to a degree that will eventually make it one of the most valuable adjuncts of American community life.

Organization and activities of 48 committees on rent profiteering.

Place.	Committee organized.	How organized.	Number of members.	Total reports submitted.	Date of first report.	Date of last report.	Total cases reported.	Decisions reported.			Evictions prevented.
								Upholding landlord.	Upholding tenant.	Compromised.	
	1918.				1918.						
Allentown, Pa.	Sept. 23	By letter and field agent.	12	3	Nov. 26	Mar. 24, 1919	44	10	6	.....	2
Astoria, Oreg.	Oct. 10	By field agent.	3	11	Nov. 6	Feb. 8, 1919	22	6	8	1	3
Bath, Me.	Aug. 5	By letter.	3	6	Aug. 31	Nov. 16, 1918	12	1	4	7	3
Bayonne, N. J.	Sept. 20	By field agent.	15	3	Sept. 28	Dec. 9, 1918	33	2	6	3	22
Bramerton, Wash.	Sept. 25	.....do.	4	1	Oct. 26	.....	17	.....	.....	.....	.....
Bridgeport, Conn.	Aug. 10	By governor.	3	2	Aug. 31	Sept. 7, 1918	100	35	10	50	60
Buffalo, N. Y.	Sept. 16	By field agent.	24	1	Dec. 21	.....	138	6	25	107	40
Camden, N. J.	Sept. —	By governor.	3	6	Nov. 16	Feb. 5, 1919	2	.....	2	.....	.....
Canton, Ohio.	Sept. 23	By field agent.	3	6	Aug. 1	Feb. 28, 1919	105	30	38	37	12
Charleston, W. Va.	Sept. 4	By letter.	24	8	Sept. 22	Nov. 2, 1918	145	49	95	.....	.....
Cleveland, Ohio.	July 11	By field agent.	8	10	Dec. 21	Apr. 8, 1919	2,902	418	2,109	343	120
Coatesville, Pa.	Dec. 1	.....do.	10	2	Dec. 14	Feb. 14, 1919	139	.....	42	.....	.....
Davenport, Iowa.	July 16	.....do.	5	2	Dec. 18	Jan. 11, 1919	112	76	36	.....	25
Derby, Conn.	Sept. 11	.....do.	3	1	Sept. 24	.....	4	2	.....	.....	2
Easton, Pa.	Sept. 11	.....do.	25	2	Nov. 26	Dec. 14, 1918	1	1	.....	.....	.....
Erie, Pa.	Sept. 28	.....do.	.....	.....	.....	Jan. 14, 1919	90	3	6	1	.....
Fayetteville, N. C.	Sept. 6	.....do.	9	2	Sept. 28	Oct. 2, 1918	5	.....	.....	5	3
Gary, Ind.	Aug. 10	By Counsel of Defense.	3	4	Sept. 11	Feb. 15, 1919	4	2	1	.....	1
Groton, Conn.	.....	.....	24	5	Nov. 2	Mar. 8, 1919	8	.....	2	4	2
Hamilton, Ohio.	Sept. 4	By field agent.	3	4	Dec. 2	Jan. 11, 1919	31	15	11	4	1
Hon. N. Y.	Sept. 7	.....do.	16	2	Sept. 21	Dec. 11, 1918	2	.....	.....	.....	.....
Indianapolis, Ind.	Oct. 14	By letter.	3	7	Nov. 16	Jan. 4, 1919	1	.....	.....	1	.....
Key West, Fla.	Dec. 3	By field agent.	12	2	Dec. 28	Jan. 11, 1919	3	2	1	.....	.....
Lorain, Ohio.	Aug. 22	.....do.	3	3	Sept. 16	Oct. 14, 1918	23	4	2	2	5
Los Angeles, Calif.	Oct. 25	.....do.	5	16	Nov. 20	Apr. 21, 1919	9	5	2	2	.....
Lowell, Mass.	Aug. 15	By letter.	3	6	Aug. 24	Nov. 23, 1918	48	3	27	18	.....
Newark, N. J.	July 3	By field agent.	24	12	Oct. 18	Jan. 28, 1919	327	8	21	95	10
New Brunswick, N. J.	July 25	.....do.	25	2	Nov. 15	Nov. 19, 1918	47	6	4	36	3
New London, Conn.	May 29	Special agent, Department of Labor	24	7	Sept. 28	Jan. 11, 1919	225	45	100	17	56
Newport, R. I.	July 3	By letter and field agent.	26	1	Sept. 28	.....	15	5	.....	5	.....
Niles, Ohio.	Aug. 22	By field agent.	5	1	Dec. 21	.....	16	5	5	.....	4
Norfolk, Va.	Aug. 24	.....do.	45	7	Dec. 21	Mar. 22, 1919	131	.....	45	16	61
Oakland, Calif.	Sept. 25	.....do.	4	4	Oct. 28	Dec. 14, 1918	316	24	26	.....	5
Perth Amboy, N. J.	July 24	.....do.	4	1	Nov. 15	.....	73	18	51	4	20
Philadelphia, Pa.	June —	.....	1	1	1919. Jan. 1	.....	1,123	87	145	483	175
Portland, Oreg.	Sept. 27	By field agent.	3	1	Nov. 15	.....	318	126	28	168	.....
Portsmouth, N. H.	Sept. 8	.....	9	2	Sept. 7	Mar. 20, 1919	52	.....	1	.....	.....
Portsmouth, Va.	Aug. 26	By field agent.	15	4	Aug. 14	Oct. 12, 1918	58	.....	1	3	.....
Rock Island, Ill.	Sept. 16	.....do.	5	1	Nov. 15	.....	60	9	39	12	4
Sault Ste. Marie, Mich.	Aug. 30	.....do.	5	1	Sept. 19	.....	4	4	.....	.....	.....
Seattle, Wash.	Sept. 25	.....do.	5	2	Dec. 9	Jan. 1, 1919	691	52	448	48	89
Sharon, Pa.	July 24	By letter.	4	4	Aug. 31	Oct. 1, 1918	44	5	20	.....	15
Toledo, Ohio.	Nov. 6	By field agent.	5	9	Nov. 18	Jan. 18, 1919	2	.....	2	.....	2
Trenton, N. J.	Sept. 26	.....do.	24	1	Dec. 28	.....	125	20	.....	31	.....
Vallejo, Calif.	Sept. 14	.....do.	5	4	Oct. 31	Dec. 1, 1918	69	6	48	.....	6
Warren, Ohio.	Sept. 21	.....do.	6	4	Dec. 7	Mar. 8, 1919	31	11	2	12	8
Waterbury, Conn.	May 15	By governor.	3	3	Oct. 5	Jan. 5, 1919	229	1	.....	20	.....
Youngstown, Ohio.	Aug. 21	By field agent.	24	1	Oct. 30	.....	73	.....	17	.....	8
							8,029	1,102	3,456	1,535	782

Additional cities in which the Division of Homes Registration and Information was actively interested in combating rent profiteering and adjusting the grievances of tenants.

Alameda, Calif.—Committee organized in October, 1918.

Albany, N. Y.—Upon request of February 26, 1918, supplied a committee of the city council with information concerning methods used to combat rent profiteering.

Alliance, Ohio.—Work cared for by the local committee on United States Homes Registration Service.

Alta Vista, Md.—Case involving a violation of the civil rights act dealt with by correspondence on October 24, 1918.

Amherst, Ohio.—On May 10, 1919, furnished information concerning the civil rights act and methods of combating rent profiteering.

Ardmore, Pa.—Petition of 24 workingmen under date of July 2, 1918, referred for action to the Montgomery council of defense.

Asbury Park, N. J.—Committee of three organized by letter on August 24, 1918.

Ashtabula, Ohio.—Complaint referred on October 24, 1918, to Ashtabula County council of defense.

Aspinwall, Pa.—Case handled by correspondence, March 14, 1919.

Baltimore, Md.—Committee of five organized early in the summer, 1918.

Baltimore County, Md.—Single individual appointed in May, 1918, by the governor, though reporting but few cases.

Berkeley, Calif.—Committee organized by field agent. Last report indicated eight cases heard by committee, in seven of which the demands of the landlord were sustained as reasonable; one eviction prevented.

Berwick, La.—Correspondence with complainant, August, 1918.

Bethlehem, Pa.—Committee organized in August, 1918.

Blackwood, N. J.—Case dealt with by correspondence, October, 1918.

Boston, Mass.—Complaints of July 26 and August 25, 1918, referred to Mr. W. A. L. Bazeley, of the committee of public safety.

Braddock, Pa.—Complaint of August 15, 1918, referred to United States Homes Registration Service of Pittsburgh.

Brooklyn, N. Y.—Case referred on April 10, 1919, to the legal aid society.

Butler, Pa.—Some complaints during July and August, 1918; these handled by United States Homes Registration Service; little complaint after the latter part of August.

Charleston, S. C.—Committee of 16 organized by field agent in September, 1918.

Cherrydale, Va.—Complaint of October 7 referred for adjustment to the Alexandria County council of defense.

Chester, Pa.—All complaints referred to Mr. Robert Wetherill, jr., of the Chester housing committee.

Chevy Chase, Md.—Case referred on October 21, 1919, to the chairman of the community council. Committee of six organized by field agent.

Cincinnati, Ohio.—Committee of five organized on November 7, 1918.

Clifton Heights, Pa.—Case referred on November 5, 1918, to the committee of public safety of Delaware County.

Columbia, S. C.—Committee of six organized by agent on October 22, 1918.

Columbus, Ga.—On September 18, 1918, furnished information concerning the manner of organizing a committee on rent profiteering.

Coraopolis, Pa.—Complaint of November 4, 1918, referred to Mr. Philip Murray, president of United Mine Workers, Pittsburgh, Pa.

Corona, Ala.—Case dealt with by correspondence, December, 1918.

Dayton, Ohio.—Representative committee of three organized by field agent on July 16, 1918, and meeting at the office of the United States Homes Registration Service. Sixteen cases reported as satisfactorily adjusted.

Derby, Pa.—Complaint of October 22, 1918, referred to Mr. John Ihlder, of the Philadelphia housing commission.

Detroit, Mich.—Correspondence and conferences relating to methods of combating rent profiteering, April, 1919.

East Weymouth, Mass.—Complaint of September 6, 1918, referred to Mr. C. L. Healey, of the real estate department of Bethlehem Ship Building Corporation, Limited.

Elizabeth, N. J.—Complaints of September 16 and 25, 1918, referred to chamber of commerce. Complaints presented to the local homes registration service referred to council of defense.

Elkton, Md.—Case referred to Cecil County council of defense.

Farrell, Pa.—Furnished information on September 14, 1918, concerning methods of dealing with rent profiteering.

Florence, Ala.—Committee of three organized by the Ordnance Department on August 30, 1918, and meeting as needed.

Freeburg, Ill.—Committee of three appointed on July 12, 1918, by the State council of defense. Report of November 12, 1918, indicated eight cases dealt with.

Freemont, Mo.—Case handled by correspondence, June, 1919.

Gloucester, N. J.—Representative committee of three organized by letter on July 24, 1918.

Granite City, Ill.—Representative committee of twelve organized by field agent on November 1, 1918. Case involving some twelve or fifteen flats adjusted satisfactorily on the basis of \$1 per month reduction on each flat.

Greenville, S. C.—Furnished information on October 5, 1918, concerning methods of dealing with rent profiteering.

Hammond, Ind.—Case of eviction referred in October, 1918, to Mr. W. J. Whinery, chairman United States Homes Registration Service.

Harrington, Del.—Complaint of October 14, 1918, referred to Kent County council of defense.

Hartford, Conn.—Committee appointed by the governor in August, 1918. Report of January 28, 1919, indicates complaints of approximately 200 tenants dealt with. Rentals upheld, 19; rentals upheld in case repairs were made, 10; rentals reduced, 130; settlements by owners and tenants after complaint had been made, 10; dismissed as outside of jurisdiction, 20.

Havre de Grace, Md.—Complaint of September 19, 1918, referred to the Harford County council of defense.

Indianhead, Md.—Complaint of July 19, 1918, referred to Childs County council of defense.

Irrington, N. J.—Committee organized by city council.

Jacksonville, Fla.—Committee organized in November, 1917.

Janesville, Wis.—Cases of profiteering dealt with by the committee on the United States Homes Registration Service.

Joplin, Mo.—Complaint of July 27, 1918, referred to Jasper County council of defense.

Kreole, Miss.—Complaint of October 10, 1918, referred to State council of defense.

Lake Charles, La.—Complaint of September 20, 1918, referred to Calcasieu Parish council of defense.

Leetsdale, Pa.—Complaint of September 30, 1918, referred to Allegheny County council of defense.

Leighton, Pa.—Complaint of October 13, 1918, referred to Carbon County committee of public safety.

Leviatown, Pa.—Complaint of September 13, 1918, referred to Mifflin council of defense, Milroy, Pa.

Long Beach, Calif.—Committee organized by field agent. Reported seven cases dealt with up to November 2, 1918.

Long Branch, N. J.—Committee of six organized.

McKees Rocks, Pa.—Complaint referred to the committee of Pittsburgh, Pa.

Meridian, Miss.—Cases referred to Lauderdale County council of defense.

Middletown, Del.—Case referred on August 8, 1918, to County council of defense.

Middletown, Ohio.—Complaint of August 3, 1918, referred to Butler County council of defense.

Milwaukee, Wis.—On September 5, 1918, furnished information concerning the organization of committees on rent profiteering.

Mobile, Ala.—Complaint of August 7, 1918, referred to Mobile County council of defense.

Moline, Ill.—Representative committee of three organized by field agent on July, 16, 1918. Thirteen adjustments definitely mentioned and other reports received announcing "several complaints adjusted." Sanitary conditions improved in a number of cases.

Nashville, Tenn.—Complaint of July 8, 1918, by workers of power plant referred to Davidson County council of defense.

Naugatuck, Conn.—Committee organized; three cases reported.

Neenah, Wis.—Complaint of August 27, 1918, referred to Washburn County council of defense.

New Castle, Del.—Complaint of August 5, 1918, referred to New Castle council of defense.

New Haven, Conn.—Cases dealt with, though not by a committee of this division.

New York, N. Y.—All cases referred for action to community council of defense.

Niles, Mich.—Correspondence with reference to complaints during April, 1919.

Nitro, W. Va.—Complaint referred on November 15, 1918, to Mr. R. G. Edwards, field agent of the United States Homes Registration Service.

Penna Grove, N. J.—Complaint of October 3, 1918, referred to the local council of defense.

Pensacola, Fla.—Committee of 12 organized by agent on September 27, 1918.

Perryville, Md.—Complaint of October 19, 1918, referred to Cecil County council of defense.

Phillipsburg, N. J.—Committee of 25 divided into eight subcommittees, each meeting biweekly, organized by field agent on August 5, 1918.

Phoenix, Ariz.—Local committee organized by field agent in October, 1918, but acting independently of this office.

Pittsburgh, Pa.—Committee of three organized by field agent on September 5, 1918.

Poca, W. Va.—Complaint of November 15, 1918, referred to Mr. R. G. Edwards, field agent, United States Homes Registration Service.

Pottstown, Pa.—Complaint of July 6, 1918, referred to Montgomery County council of defense.

Quincy, Mass.—Complaint of August 30, 1918, referred to Mr. C. L. Healey, real estate department of Bethlehem Ship Building Corporation (Ltd.).

Racine, Wis.—Complaints of rent profiteering dealt with by the United States Homes Registration Service.

Ridley Park, Pa.—Complaint of October 2, 1918, referred to Mr. Robert Wetherill, jr., of the Chester housing commission.

San Francisco, Calif.—From the first week in October, 1918, to November 11, the committee reported 54 complaints. Most of them were found unwarranted; all were satisfactorily adjusted. A report of January 30, 1919, states that no complaints were filed subsequent to the armistice.

Schenectady, N. Y.—Complaint of October 20, 1918, referred to Schenectady County council of defense.

Seymour, Conn.—Numerous cases dealt with, though not by a committee of this division.

Sheffield, Ala.—Committee of three organized by Ordnance Department on August 30, 1918, and later assisted by field agent. Received cooperation from the local United States Homes Registration Service, which refused to list rooms if the prices asked were exorbitant.

Shickshinny, Pa.—Supplied information on September 21, 1918, concerning the methods of committees.

South Amboy, N. J.—Complaint of September 25, 1918, referred to city council of defense.

Sulphur, La.—Complaint of September 11, 1918, referred to Calcasieu Parish council of defense.

Tacoma, Wash.—Representative committee of three organized by field agent on October 10, 1918. Reported "a number of complaints."

Takoma Park, Md.—Complaint of October 21, 1918, referred to Montgomery County council of defense.

Tuscumbia, Ala.—Committee of three organized by Ordnance Department on August 30, and later assisted by field agent. Received cooperation from the local United States Homes Registration Service, which refused to list rooms if the prices asked were exorbitant.

Utica, N. Y.—United States Homes Registration Service dealt with cases of profiteering.

Vancouver, Wash.—Committee of three organized by field agent on October 1, 1918.

Wadsworth, Ohio.—Complaint of August 27, 1918, referred to Medina County council of defense.

Washington, D. C.—Numerous cases referred to Capt. Julius Peyser, housing and health division, War Department.

Watertown, N. Y.—Committee of 15 divided into five subcommittees organized by field agent on August 16, 1918.

West Corona, Ala.—Case dealt with by correspondence, November, 1918.

Westmont, N. J.—Case dealt with by correspondence, August, 1918.

Williamsburg, Va.—Committee organized in September, 1918. One case adjusted.

Wilmington, Del.—On October 7, 1918, supplied information concerning the organization of committees on rent profiteering.

Wilmington, N. C.—Complaint of September 28, 1918, referred to New Hanover County council of defense.

Wormleysburg, Pa.—Complaint of July 24, 1918, referred to chairman of Cumberland County council of defense.

Zeigler, Ill.—Complaint referred on November 15, 1918, to C. R. Bixby, field agent of the United States Homes Registration Service, who reported that a committee had recently been appointed by the State council of defense.

[Report form for individual complaints.]

REPORT OF COMMITTEE ON RENT PROFITEERING.

City..... Date.....
 Name of complainant.....
 Address of house..... Owner.....
 Date when present occupant rented house.....
 Tenant's complaint (be specific as to rentals, etc.).....
 Reason given by landlord for ordering tenant to vacate, or increasing rent (be specific).....
 Date case was heard by adjustment board.....
 Date landlord was interviewed by board.....
 Decision of adjustment board.....
 Did landlord conform to the decision?
 Was publicity resorted to? Was it effective? (Send clippings)..
 (Signature) Chairman.

Please return to James Ford, Bureau of Industrial Housing and Transportation, 613 G Street NW., Washington, D. C.

[Form used for the weekly reports of local committees on rent profiteering.]

City..... Week ending.....
 Number of complaints received.....
 Number of cases heard.....
 Number of satisfactory adjustments:
 (a) Sustaining landlord.....
 (b) Reducing rent.....
 Number of cases requiring publicity.....
 Number of cases in which publicity proved effective.....
 Number of evictions prevented.....
 Number of cases pending (to be heard).....
 Remarks:
 Chairman of Committee.

INFORMATION SECTION.**PURPOSE.**

The information section of the Homes Registration and Information Division was established primarily to do two things:

1. To collect and compile information concerning the numerous building and transportation enterprises which were undertaken by the bureau.
2. To provide this information in convenient form for members of the staff of the bureau.

The reasons which led to the establishment of the information section were as follows:

- I. The extremely rapid development of the projects of the bureau, with constant changes in their status.

On this point we may note that the bureau was organized February 12, 1918. By June 15, it had in hand housing projects in 37 cities or localities. By November 11, there were approximately 90 such projects. Each of these was developing with great rapidity. Reports of investigators, minutes of conferences at which important decisions were made, correspondence, statistics, maps, and other material quickly accumulated about each project. Obviously a central agency was needed to collect this information and arrange it in usable form.

II. In February, 1918, the bureau consisted of about a dozen men and women. On November 11, 1918, the staff numbered about 900. The growth of the staff was continuous during the intervening months and many of its new members found themselves required to learn quickly the history and present status of one or more of the projects with which they were associated. Where so many operations were going on no one person could keep in mind the various details of each. Reference to the records was constantly necessary. The information section provided the needed records and collected special data which might be requested.

ORGANIZATION.

The work of the information section was organized and begun by the manager of the Reference Library and Publication Division in May, 1918. When that division was merged in the Homes Registration and Information Division an information section was established, June 15, with a staff of three persons. As the work grew the staff was increased to 17 in the latter part of August, and the work was differentiated, so that a specific task was assigned to each. Thus one group was employed wholly in digests of project correspondence, a second in the mechanical make-up of the

project books and attendance at the information file, a third in the daily digest, and a fourth on the maps and special information.

THE PROJECT BOOKS.

Each building enterprise undertaken by the bureau was called a project. As above noted, these numbered 90 on November 11, 1918. They were scattered over the country from Maine to California and from Michigan to Florida. At the date of the armistice (November 11) there were projects in all stages of progress—investigation, design, and construction.

A project book was started for each of these places as soon as possible after the bureau began to investigate the locality with a view to housing war workers there. This project book at the outset contained typed copies of the preliminary reports of investigators, a digest of the correspondence to date relating to the project, minutes of staff conferences on the subject (which often recorded important decisions taken as to appropriations, sites, etc.), and maps of the locality where available.

As further reports and minutes of conferences came in, these were added to the book. The digest of correspondence was brought up to date from time to time by a group of compilers specially detailed for this work. Other material was similarly added, and the book thus grew up with the project.

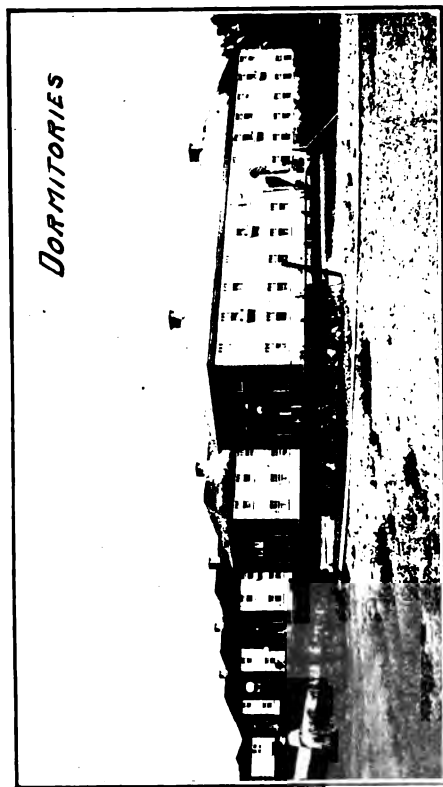
In order to make this information more accessible, six copies were made of each project book. One copy was kept in the office of the president, one in the office of the vice president, and one in the office of the Real Estate Division. The other three were kept in the files of the information section. These were loaned to members of the bureau on request or consulted at the files. In numerous cases also they were taken by officials on their trips to various projects or sent out to members of the field staffs for their information.

The project book was, in fact, a fairly complete summary of the situation to date as regards the projects concerned. A single reading of it gave in 30 minutes information which could have been gathered otherwise only by laborious search for days through numerous scattered files of the bureau, with no clue as to what documents were available or where they might be filed.

The contents of the project book for New Brunswick is described below as a fairly typical example of the substance and arrangement of a nearly complete book.

1. General information was given in the first few pages as follows:

- (a) Housing for war workers was requested by Wright-Martin Aircraft Corporation, May 18, 1918.
- (b) Indorsed by War Department, May 20, 1918.
- (c) War industries served, Wright-Martin Co.



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Dormitories and Cafeteria.



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Types A-1, A-2, and A-3, Semidetached Houses of Two Four-room Flats each.

(d) Appropriation, tentative, \$500,000; final, \$960,000.

(e) Names of field staff officials—architect, engineer, town planner, project manager, works superintendent, contractor, etc.—were recorded.

(f) Site of housing project, dormitories, area, and cost were given.

2. *Digest of correspondence.*—This covers 35 pages in the New Brunswick book, and contains the essential points in each of about 300 letters—date of letter, name of writer, name of person addressed, point of the letter in from one to five lines, reference to other letters bearing on same subject, and reference to folder in general files in which the original may be found. The digest also lists the documents to be found in the project book itself. As a whole it forms a journal of progress for the project.

3. *Requests for aid in housing war workers.*—In the New Brunswick book this section consists in a detailed statement from the Wright-Martin Aircraft Corporation, reciting their difficulties in securing and keeping the skilled labor needed for their war orders, the difficulties being due to lack of suitable housing for the workmen.

(In other project books this section might include similar statements from several firms, letters from the local chamber of commerce, from banks, citizens' associations, and others.)

4. *Reports from preliminary investigation.*—The requests for aid in housing above noted were turned over to the War (or in other cases the Navy) Department, or both, for an opinion as to the urgency of the need for housing in New Brunswick. As the War Department indorsed the application of the Wright-Martin Co. and certified urgency, the Bureau of Industrial Housing instituted a preliminary investigation. Three investigators were sent out. Their reports were duly copied and filed in the project book. These reports covered the labor supply at New Brunswick, the kind of houses needed for the various classes of labor, the problem of transportation of labor to and from neighboring cities, and recommendations as to action by the Bureau of Industrial Housing.

5. *Minutes of staff conferences.*—When reports came in a staff conference was held at the bureau for discussion and action thereon. This conference was attended by heads of divisions of the bureau, or by those specially concerned, and by such other persons as might be summoned, such as the investigators themselves or other persons especially familiar with the question. At these conferences important decisions were often made, such as the decision to build or not to build, the amount of the appropriation for housing, the number and types of houses, the location of sites, etc. Minutes of these conferences were duplicated and filed in the project book, usually just preceding the reports on which the conference was held. The reports thus act as supporting documents to the conference.

6. *Reports of second investigation.*—On decision to build in New Brunswick a second investigating team was sent out for more definite action. It was composed of a real estate expert, an architect, an engineer, and a town planner. The realtor investigated real estate values and possible sites for a housing development; the architect, engineer, and town planner considered these sites from their respective points of view. The team then wrote a joint report recommending purchase of the Schlosser-Johnson tract of 22½ acres and the erection thereon of houses for about 127 families. Each member of the team also wrote a report to the head of his division, detailing the results of his survey.

These five reports, and the minutes of the staff conference thereon, form the second main division of the project book.

(The tract was later extended to take in about 45 acres, and the number of houses was increased to 76 buildings for 192 families.)

7. *Other reports, conferences, and letters.*—Following the reports of the second investigation are a series of reports, minutes of further

conferences, memoranda, and letters, filed by date in the book. These concern negotiations for the purchase of real estate, agreements with city authorities as to street utilities, reports on transportation and schools, and, finally, recommendations as to the disposal of the project in view of the armistice of November 11, 1918.

8. *Contracts.*—When the contract for building was let a memorandum of one page, giving the main facts, was entered under a special heading in the book.

9. *Contractual relations with the city or with private companies* concerning streets, sidewalks, water, gas, electricity, sewers, and telephones were similarly summarized and entered.

10. *Progress reports.*—When design and construction were under way, progress reports were sent in at varying intervals by architects, engineers, town planners, and contractors. It was the intention to file these in the project book, which would then become a "progress book," but owing to a change in the form of the reports it was found more convenient, as a rule, to keep them in a separate file.

11. *Statistics.*—Such material as was collected by the Statistical Division concerning the population and industries of New Brunswick was filed under an appropriate heading.

12. *Maps.*—Much attention was given to securing general and detail maps of New Brunswick, as was the case in all other projects. In this case the list included the United States Geological Survey map of the vicinity, a detail city map of 675 feet to 1 inch, and a bird's-eye view of the city. All these were colored to show the site chosen for the housing. In other books many more maps were inserted. These often included large-scale maps of the site, the topographic survey, town plan, etc. These were added as they became available.

13. *Homes registration reports.*—A Homes Registration Service was established in New Brunswick in June, 1918. The reports of field agents concerning the organization and maintenance of this service were filed as the final section in the project book.

THE CORRESPONDENCE FILE.

In accordance with rules established when the bureau was organized, three carbon copies were made of each outgoing letter. These three copies were respectively on white, yellow, and green paper. The first went to the general files, where it was filed by date and by subject (architecture, engineering, real estate, etc.) under the project to which it referred. The second was placed in the daily reading file, classified by date and alphabetically by writers. The third copy came to the information section as the basis for the daily digest of outgoing mail. After inspection for this purpose, it was filed by date and by project in the information section files for use with the project book file. The advantage of this file, as distinguished from the general file, was that it was directly beside the project book file, where it could be used easily with the project books. The filing by date and project alone, as distinguished from the general file method of date, project, and subject, also facilitated its use with project books.

In this file were placed also briefs of all incoming mail with regard to each project. These briefs were made by typists in the general file, as a record of the incoming mail, each day before the mail was dis-

tributed. The briefs were placed in the general file as a record until the original letters were returned thereto. Carbon copies of each brief were sent to the information section, where they were filed by date and by project with the copies of outgoing mail in the manner above noted.

The users of project books thus had immediate access to the detailed correspondence of each project if they wished to get information beyond that afforded by the project book.

DAILY DIGEST OF CORRESPONDENCE.

In order to keep the various heads of divisions in touch with the entire work of the bureau, the chief of the information section or his assistant looked over each day all the incoming and outgoing mail of the bureau and made a digest of all letters and telegrams of interest to members of the bureau other than those addressed.

At the peak of its activity the bureau mail amounted to about 2,000 letters and telegrams daily. From 40 to 75 of these were selected for the digest, the number varying with the nature and volume of the mail. The items selected each day were summarized, mimeographed, and distributed to heads of divisions and other officials on the day following. About 25 copies of the digest were printed and distributed daily.

The digest was, in effect, the daily news of bureau activities. Certain activities which involved a good deal of correspondence formed a "story" which often ran for several days or weeks, though of course not appearing in every number. The chief of the information section, who edited the digest, naturally had to bear these various "stories" in mind in selecting the items for the day. These items were arranged in alphabetical order of the projects. They were of the same general type as the digest in the project book above described, but they included much more detail.

RESULTS.

During its service the information section has accomplished the following results:

1. *Compilation of project books.*—At the time of the armistice (Nov. 11, 1918), a project book had been compiled for each of the 90 projects then under way, and 6 copies of each of these 90 books had been produced, a total of 540 volumes. Sixteen more had been started in view of negotiations pending.

Each of the 90 separate books involved the collection, arrangement, and filing of many reports and the digest of hundreds, or in some cases thousands, of letters. The New Brunswick book, for example, is of moderate size. It contains 58 documents

covering 215 pages, 35 pages of letter digest, and 3 maps. The Norfolk book contains about 1,200 pages of letter digest. There were six copies of each of these books. The filing was carried on through a period of eight months, and consequently each copy had to be taken apart and made over many times in the introduction of new material.

2. *Daily mail.*—As noted above, the information section has edited and published daily a digest of incoming and outgoing mail. This has involved inspection of 500 to 2,000 letters daily. About 1,800 type pages of the daily digest have been issued.

3. *Letter file.*—About 75,000 letters have been filed.

4. *Information furnished.*—About 20 project books were loaned daily from July to November and many more were consulted at the files. It is safe to say that the information compiled by this section has justified its expense in the saving of time and mistakes on the part of men who were new to the work and as a ready means of reference to those who wished to look up special data.

REFERENCE LIBRARY.

The primary business of the reference library has been to save the time of the Housing Corporation staff by furnishing selected information on required subjects, and by securing publications and maps called for. Because trained to do this, the small library staff has been able to secure such facts, publications, etc., by telephoning, borrowing, requesting, or ordering when necessary much more speedily than could otherwise have been the case and at a minimum of expense. Requests from various divisions of the corporation have been coordinated and much duplication of effort avoided. All possible cooperation with other sources of information in the District of Columbia—governmental or private—has been fostered; and the difficulties which would have confronted individual members of the corporation staff in locating the latest information on specific matters, arising from the rapid and changing organization of Government agencies, have been constantly overcome by the library. Books and maps have been freely borrowed from the Library of Congress for official use, thus avoiding the necessity of their purchase, and documents needed for reference in connection with cities and towns where housing developments were projected have been secured as soon as possible by request to the proper local authorities. The reference library has also handled the securing of all United States Geological Survey maps needed by the corporation.

An important feature of the library service has been the filling of "standing orders" for current in-

formation on such subjects as labor turnover in relation to housing, management of housing schemes, dormitories for women workers, local opinions on Government housing, private enterprises for industrial housing, local housing shortages or surpluses, rent profiteering, local building material situations, etc. About 250 press clippings relating to industrial housing from all over the United States have been examined by the library each week and from these all of importance selected and sent daily as received to the proper persons on the corporation staff. From 10 to 40 press clippings daily have been so "routed." Local newspapers in places seeking Government appropriations have sometimes "let the cat out of the bag," and in one particular case a clipping sent by the reference library to the War Department representative in the Housing Corporation held up an appropriation of a quarter of a million dollars which he was on the point of recommending. A very large number of clippings have been sent to the Division of Surveys and Statistics, where these have been noted and communicated, when necessary, to field representatives.

The current periodical press has also been covered by the reference library for the benefit of the Housing Corporation. Forty well-known technical and general magazines have been regularly followed by the consulting librarian and digests of important articles sent to officials of the corporation according to their "standing orders." Thus in six months items from at least 350 issues of magazines have been at the disposal of the corporation.

By means of a weekly circular the library has kept all members of the corporation staff informed of important acquisitions; and the Library has also maintained a bulletin board where important press clippings and progress photographs of corporation housing projects have been posted daily. Complete files of these progress photographs are kept in binders for instant consultation in the library.

A good part of the ordinary work of the library has consisted in giving satisfactory answers to such questions as the following actual inquiries: Who is the owner of the West Virginia Water & Electric Co.? What is the address of the American Radiator Co.? What is the ton-mile cost of motor-truck transportation? How much did Great Britain appropriate for war housing? How many counties in the United States? What, if any, hydroelectric plants, especially in connection with nitrate plants, are actually under construction by the United States Government?

The library has had about 75 users daily, not including those to whom clippings and publications have been "routed" and digests sent out. About 150 clippings and a dozen magazines have been routed weekly, and an average of 85 digests of 40 different articles in the current periodical press sent out during the month to members of the Housing Corporation staff.

JAMES FORD,
*Manager Homes Registration and
Information Division.*

Reports of sections prepared by Dr. E. L. Schaub,
Dr. A. O. Norton, and Miss Theodora Kimball.



APPENDIX VI.

TRANSPORTATION DIVISION.

Preorganization activities—Purpose of aid to transportation—Organization—General policy—Scope of work—Rearrangement of steam and electric railway schedules—Installation of special steam and electric train service for war workers—Financing necessary railway extensions and additions—General statistical statement—List of cities in which transportation investigations were made, showing action taken—Instructions to field representatives—Forms used in submitting reports—Statement of loans authorized and disbursements made as of December 31, 1919—Statement of interest accrued and billed to June 30, 1919—Interest statement as of December 31, 1919—Norfolk ferries.

PREORGANIZATION ACTIVITIES.

On November 12, 1917, Mr. Otto M. Eidlitz, of the Council of National Defense, was appointed a committee of one to deal with the various Government departments having housing problems to be solved. About this time Hon. Franklin D. Roosevelt, Assistant Secretary of the Navy, requested Mr. Eidlitz to have an investigation made at Erie, Pa., for the purpose of determining the best steps to be taken to improve quickly the transportation facilities of that city. The Navy Department had been notified by the General Electric Co. that unless better service could be provided for its employees it would be impossible to man their shops sufficiently to produce turbines in time for the large fleet of destroyers which had been recently authorized by Congress. The situation was regarded by the Navy Department as most serious and requiring immediate relief, irrespective of any obstacles which might have to be overcome.

On February 2, 1918, Mr. Phillip Hiss, acting for Mr. Eidlitz, who was out of the city, took up the request of Mr. Roosevelt and asked Mr. William A. Mellen to go at once to Erie, make a survey of the transportation situation in that city and report to Mr. Eidlitz. Mr. Mellen therefore went to Erie and on February 8 submitted his report. After the report had been considered by Mr. Eidlitz and his associates, it was decided to have a conference in the city of Washington, to which there should be invited the mayor, or any other officials of the city of Erie; officials of the Buffalo & Lake Erie Traction Co., operating the local transportation lines; and representatives of various civic and commercial bodies, such as the manufacturers' association, chamber of commerce, and real estate association. The report as submitted was fully upheld by those present at this conference, and it was agreed that the recommendations contained therein should at the earliest possible moment be carried out. Following this conference a committee of five conferred with Secretary Roosevelt, who gave his approval of the plans outlined, indicating also that the Navy Department would fur-

nish financial assistance to the Traction Company for the work called for.

Later in February, Capt. Willard, then commandant of the Washington Navy Yard, requested that better service be provided to and from that plant for the transportation of workmen. Secretary Roosevelt then suggested to Mr. Eidlitz that he arrange with Mr. Mellen to make a survey at this point for the purpose of recommending some form of relief. A thorough study of this situation was made and the result was stated in a report dated March 2, 1918. Upon the completion of this report, Secretary Roosevelt then asked that Mr. Mellen be sent to Erie, Pa., for the purpose of carrying out the recommendations contained in his report of February 8. Mr. Mellen having previously arranged with Mr. Eidlitz to affiliate himself with the Transportation Division of the proposed Bureau of Industrial Housing and Transportation, was temporarily released to accept an appointment as supervising engineer in the United States Navy and take charge of Erie transportation matters, with the understanding that the Navy Department should arrange as soon as possible to have some one else take over these duties. Accordingly, Mr. John H. Mills, then connected with the Public Utilities Commission of the District of Columbia, was appointed supervising engineer to act as assistant in this work, and later to take charge of it, but to continue to report to Mr. Mellen, as requested by Rear Admiral Rousseau of the Navy Department.

On March 11 the work at Erie was taken up. The city council was referred to in regard to new franchises needed for the Buffalo & Lake Erie Traction Co., and other proposed plans for the betterment of service in that city. All steps taken were regarded as war measures, as it was felt that there was not sufficient time to be hampered by practices which in peace times would have caused several months of delay. During the week of March 11 practically all of the material needed for the track extensions was purchased and actual construction was started the first of the following week. Construction progressed very rapidly from that time until the completion of all work early in the summer.

PURPOSE OF AID TO TRANSPORTATION.

Prior to the entrance of this country into the war, enormous munition plants had sprung up in localities which before the outbreak of the European strife had had but a normal expansion. The location of plants in these districts seriously overtaxed all utilities, especially local transportation systems, and it was found that as soon as houses located near the plants working on war contracts were fully occupied, it became necessary to provide transportation for workers living at remote points. The local transportation systems almost invariably failed to furnish an adequate service. This poor transportation, combined with undesirable housing conditions, caused discontent among the operatives and a labor turnover so high as to make it impossible for many war industries to fulfill their contracts.

Early in 1918 this condition became very serious in cities like Bridgeport, Conn., and Erie, Pa. Those responsible for the creation of the Bureau of Industrial Housing and Transportation clearly saw a close relationship between housing and transportation. In cities where there was no available housing, and where immediate relief was desirable, it was necessary to utilize existing transportation systems to convey workers to distant points where vacant houses were to be had.

It was seen that in certain localities transportation would solve the housing problem. This could be brought about by making communities where there were vacant houses in abundance available to employees in congested industrial centers through improved transportation facilities. It was also anticipated that improvements to local transportation systems in communities where intensive war manufacturing was being carried on would materially add to the speeding up of the work.

The Transportation Division of the United States Housing Corporation was therefore organized for the purpose of improving present and creating new transportation facilities for war industrial workers, in accordance with specific provisions of the act of Congress dated May 16, 1918, authorizing the President to provide housing for war needs. That transportation supervision might properly be administered, ample provisions were made in the act for equipping, managing, maintaining, purchasing, leasing, constructing, requisitioning, or acquiring by condemnation such transportation lines as might be necessary to provide adequate transportation facilities for industrial employees engaged in war work.

ORGANIZATION.

The Transportation Division was established on May 1, 1918, with Maj. Gardner F. Wells as manager.

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In order to handle the various transportation problems effectively, the work was divided among districts. All projects in New England, New York, and New Jersey were handled through a branch office in New York City in charge of Mr. J. Peyton Clark. This district office was organized in June, 1918, and its force consisted of a manager, two stenographers, and one accountant. The investigation staff comprised two engineers and during the busiest period two additional engineers, one of whom was loaned to the bureau by the General Electric Co. and the other by the Westinghouse Electric & Manufacturing Co. Mr. Edward S. Harkness, of the Southern Pacific and Chicago, Milwaukee & St. Paul Railroads, was appointed by Mr. Eidlitz as chief adviser in railway matters to the New York division. In this capacity Mr. Harkness was in close touch with all railway activities, and many important conferences resulting in marked progress were held in his office.

Projects in the Middle West were handled through the Chicago office of A. L. Drum & Co., consulting engineers, with whom a contract was made by which this corporation received the benefit of their large and well-trained organization. This company also handled our affairs in eastern Pennsylvania through their Philadelphia office.

As the War and Navy Departments had vast interests in the Hampton Roads district, many of which were seriously affected by poor transportation conditions, it proved desirable to appoint a district manager of transportation to handle problems in that district. For this position the services of Mr. H. A. Nicholl, general manager of the Union Traction Co. of Indiana, were secured. Mr. Nicholl finished his duties there on January 1, 1919. Projects in other localities were generally handled directly from the Washington office.

Both in the New York and Washington offices much assistance was given by large electrical manufacturing companies, who made it possible for this bureau to borrow some of their best engineers. These men, experts in their various specialties, served the bureau in a very patriotic manner and for a small portion of their usual compensation.

GENERAL POLICY.

Only transportation problems referred to the bureau by the War and Navy Departments were considered by this division. Many requests for assistance came from transportation companies, but unless some direct benefit was to be derived by the above departments of the Government they did not receive consideration.

After preliminary investigations were conducted by other branches of the bureau or by engineers of this division, the findings of their investigations were discussed in a conference with the staff of the bureau. Should the staff be of the opinion that transportation relief was needed in any locality, or should they think it desirable to have transportation engineers more definitely determine the existing conditions before taking further action, this division would in such case have its engineers make a close study of the situation. If this study indicated the necessity of improving transportation facilities, the staff generally recommended that negotiations be started with the local operating company for the purpose of assisting them in the solution of their problem. Altogether, transportation investigations were made in 82 cities.

SCOPE OF WORK.

The principal work of the division has covered the following:

- (a) Rearrangement of steam and electric railway schedules.
- (b) Installation of special steam and electric train service for war workers.
- (c) Financing necessary electric railway extensions and additions.

Where there was complete housing saturation already existing or secured through the efforts of the Homes Registration Service, as above described, there were still within reasonable distances from the industrial community in question, other communities offering housing vacancies which were made available by providing adequate transportation. It was often found to be cheaper and quicker to provide transportation to such adjoining communities than to build new houses. It was the function of the Transportation Division of the corporation to secure such facilities after a careful study of the possibilities of each community. The problem was met in various ways: by special train, trolley, or boat service, timed to the schedules of the war factories, and by the simple rearrangement of schedules. In some instances the Transportation Division put and held 8,000 workers in touch with their jobs.

REARRANGEMENT OF STEAM AND ELECTRIC RAILWAY SCHEDULES.

In accordance with recommendations made to the regional director of the railroads under Federal control and through the cooperation of the United States Railroad Administration, war workers were benefitted in many localities by the rearrangement of schedules

and the institution of extra stops on steam railways. Benefits also were derived by rearranging schedules on electric railways.

INSTALLATION OF SPECIAL STEAM AND ELECTRIC TRAIN SERVICE FOR WAR WORKERS.

In addition, however, to readjusting schedules for existing service and to giving aid in the form of loans, negotiations were entered into with both steam railroads and trolley systems to supply additional service to meet the needs suddenly created by the presence of large numbers of war workers. For instance, arrangements were made to have two trains run from Perth Amboy to Asbury Park, where a considerable number of vacant houses had been found and listed by the Homes Registration Division. About 2,000 workers commuted every day from Asbury Park and Long Branch to Perth Amboy—employees of the copper industries of Perth Amboy and of important shell-loading plants of the Ordnance Department. The special war workers' rate established by the United States Railroad Administration for the round trip was 42 cents (later increased to 45 and 49 cents), but in order to induce the workers to take advantage of these facilities and to make this 60-mile trip, the corporation arranged to sell tickets for the round trip at 30 cents, absorbing the differential.

A ferryboat was chartered to take care of the Staten Island industries working for the Navy, and practically the entire ferryboat system of Hampton Roads was taken over by the Housing Corporation, new ferryboats bought, and arrangements made to increase docking facilities so as to relieve the acute congestion in this district.

In the Chicago district five trains were put on and schedules arranged. Some of the roads had never carried passengers, but arranged to do so without cost to the Government and with very material results to the steel industries in the neighboring steel towns.

Through the efforts of the division, 21 special steam trains, to provide transportation for war workers, were installed in various parts of the country, as shown in the following list:

State.	Points connected.	Number of trains.
Connecticut	New London to Saybrook	1
Indiana	Chicago to Gary	3
	Chicago to Indiana Harbor and Gibson	1
	Indiana Harbor to Hammond	7
Ohio	Cleveland to Wickliffe	1
New Jersey	Asbury Park to Elizabethport	1
	Asbury Park to South Amboy	2
	Morristown to Lake Denmark	1
	Trenton to New Brunswick	1
New York	Ilion to Canajoharie	1
Pennsylvania	Tullytown to Bristol	1
Virginia	Richmond to Seven Pines	1

The Railroad Administration established an especially low tariff for these workers and in some instances the Housing Corporation granted a still lower rate, absorbing the incidental differentials. By this arrangement a large amount of vacant housing was made available. At least 8,000 people were cared for in this manner at a cost of not over \$275,000 to the division, based on this service being in operation for one year. This is at the rate of approximately \$35 per man per year.

The experience of the Housing Corporation shows that the average cost of housing a war worker in a dormitory, completely equipped and furnished with cafeteria, etc., may amount to \$550, while the cost of housing workers in homes built especially for them may range from \$3,500 to \$5,500 per house, the assumption being that the average number of workers occupying each house will be two. On this basis it will readily be seen that through transportation improvements millions of dollars of investment have been saved.

FINANCING NECESSARY RAILWAY EXTENSIONS AND ADDITIONS.

In many instances it was reported by either the War or Navy Department that electric railway service in connection with war industries was entirely inadequate. In every case a careful investigation and study of conditions was conducted, recommendations were made, and estimates of the cost were compiled for necessary improvements.

When it was determined that new and additional transportation facilities were required, plans or recommendations therefor were presented to the companies with the request that measures be taken immediately to acquire or install the necessary extensions, additions, or betterments. These recommendations usually involved an expenditure for their accomplishment. In every case the companies pleaded that they were unable to finance the cost of the work at a reasonable rate of interest. They also objected to making expenditures at the time because of the abnormal cost of labor and material and the fact that the operation of these extensions and additions was unprofitable. It was also held by them that the service was for rush-hour periods only and that those periods were the most costly to operate. In spite of the foregoing, however, they invariably agreed, from patriotic motives, to carry out the Housing Corporation's recommendations with its assistance and under its supervision.

When it was decided what improvements should be carried out, contracts were entered into with the

local transportation companies whereby the Housing Corporation financed the undertaking on a 5 per cent interest basis. In most instances the Government is to bear the excess war cost, this to be determined in the following manner:

An appraisal of the additions and extensions is to be made on a date fixed by the Housing Corporation within a period of from one to three years after the declaration of peace, to determine in all cases the cost of reproduction. In a few exceptional cases the appraisers are to decide how much depreciation shall be borne by the company. The difference between this appraisal and the actual cost of the work is termed the excess war cost, and this difference is to be borne by the Government. Where funds have been advanced, the companies have been required to furnish proper security by lien, mortgage, or pledging of securities, or guaranty of another and responsible corporation. The amount as determined by the appraisers is in substantially all cases to be returned to the Government in five equal annual installments, the first installment being due one year after the date of the appraisal.¹

In accordance with the above the Government, through the Housing Corporation, contracted to advance about \$7,000,000 to various traction companies.²

After a contract was entered into between a transportation company and this bureau, involving the expenditure of funds for any improvements, aside from the purchase of rolling stock, a copy of our method of procedure was sent to the company.³

GENERAL STATISTICAL STATEMENT.

The total appropriations for the Transportation Division originally amounted to \$15,000,000. As soon as the armistice was signed, the amount was cut down to approximately \$7,200,000, and by June 30, 1919, was reduced to \$6,017,343.38, approximately.

Contracts with electric railways (Table 1).....	\$5, 834, 241. 47
For operating steam trains, etc., 14 months.....	111, 473. 97
Transportation Division administration expenses and overhead, 14 months.....	71, 627. 94

Total, approximately..... 6, 017, 343. 38

Immediately following the signing of the armistice, changes in the Transportation Division became necessary. The personnel was considerably reduced from time to time, until the number employed on December

¹ A copy of the contract will be found on page 360.

² A segregation of this amount is shown on page 129.

³ For instructions to company, see page 120.

NOTE.—The present status of contracts entered into by the United States Housing Corporation with the transportation companies is shown on page 129. The various transportation problems investigated by this division as of June 30, 1919, are shown on page 120.

31, 1919, was but seven, 25 employees having severed their connections since November 11, 1918. The personnel now consists of a manager, assistant manager and chief accountant, assistant chief accountant, one audit clerk, one clerk, one stenographer, and one clerk-typist. The work of this division has, to a very great extent, changed from transportation engineering to accounting. All investigations were discontinued, except for the purpose of endeavoring to reduce the loans to traction companies for which this corporation was under contract. Expenditures have been properly classified and allocated and records prepared to meet the provisions of the contract for appraisals to be made at a later date.

Every effort was made to curtail the expenditures of Government funds after the signing of the armistice. A contract involving the expenditure of \$300,000 was canceled with the consent of the contractor, who declined to accept reimbursement for his expense or any compensation for his trouble in making of estimates for this work, he desiring to contribute same to the Government.

In another case the corporation was compelled to threaten commandeering proceedings before a satisfactory price could be obtained on certain rolling stock for which it was in dire need. By negotiation the price was finally cut from \$100,000 to \$65,000, at which price the corporation indicated its intention to purchase said equipment. Before this was consummated hostilities had ceased and an adjustment was made with the owners of the equipment whereby for a sum of less than \$600 the corporation was fully relieved from its obligation to purchase.

Further adjustments are anticipated which it is thought will save about \$160,000—this sum largely made up of items which were to have been expended in the Philadelphia and Rock Island districts.

The following data regarding the interest income compared with expense of conducting the Transportation Division is noteworthy:

The annual interest that will accrue on the total amount that will be advanced by the Housing Corporation is approximately \$296,036.02. Assuming that the funds used by this corporation were from the proceeds of the first Liberty loan, which money cost the Federal Government 3½ per cent, this will represent an interest accrual to be paid by the United States Government of \$207,225.22, making a net difference of \$88,810.80.

The estimated pay roll of the Transportation Division during the fiscal year ending June 30, 1920, will be \$28,500. A liberal estimate of office upkeep, rental, traveling, and all incidental expenses is placed at \$5,000, making a total of \$33,500, leaving an unexpended balance of \$55,310.80, which amount could go to the credit of the Housing Corporation for the operation of other divisions, general overhead expense, or other purposes.

List of cities in which Transportation Investigations were made, showing action taken.

Aberdeen, Md. ¹	Newark (N. J.) District—Con.
Alliance, Ohio. ¹	Jersey Central Traction Co. ³
Alton, Ill. ¹	^{3,4}
Atlantic City, N. J. ¹	Raritan Arsenal. ¹
Bath, Me. ¹	Staten Island. ³
Belle, W. Va. ¹	Perth Amboy. ³
Bethlehem, Pa. ^{2,3,4}	South Amboy. ³
Bound Brook, N. J. ¹	Morgan. ³
Bridgeport, Conn. ^{2,3,4}	New Brunswick, N. J. ³
Buchanan City, Mich. ¹	Newcastle, Del. ¹
Buffalo, N. Y. ^{2,3,4}	New Orleans, La. ⁵
Camden, N. J. ¹	Newport News, Va. ^{2,3}
Charleston, S. C. ⁵	Niagara Falls, N. Y. ¹
Charleston, W. Va. ¹	Niles, Ohio. ¹
Chicago, Ill.:	Norfolk, Va. ^{2,3,4}
Thirty-ninth Street extension. ^{2,3}	Philadelphia, Pa.:
Seventy-fourth Street extension. ⁵	Frankford Arsenal. ^{2,3,4}
Cleveland, Ohio. ⁵	Navy & Eddystone. ^{2,3}
Cradock, Va. ³	South Pennsylvania Traction Co. ¹
Dayton, Ohio. ¹	Phillipsburg, N. J. ⁵
Danbury, Conn. ¹	Pompton Lakes, N. J. ⁵
Dunlo, Pa. ¹	Portsmouth, N. H. ¹
Easton, Pa. ¹	Portsmouth, Va. ³
Erie, Pa. (Navy funds).	Providence, R. I. ¹
Grand Rapids, Mich. ¹	Quincy, Mass. ¹
Hegewisch, Ill. ^{2,3}	Rockville, Conn. ¹
Ilion, N. Y. ³	Rock Island, Ill. ^{2,3,4}
Indianapolis, Ind. ¹	Davenport, Iowa. ^{2,3,4}
Indiana steel towns:	Moline, Ill. ^{3,4}
Hammond. ^{2,3}	Saginaw, Mich. ¹
East Chicago. ^{2,3}	Seven Pines, Va. ³
Indiana Harbor. ⁵	South Bend, Ind. ¹
Gary. ^{2,3}	Squantum, Mass. ¹
Kings Mills, Ohio. ¹	Tullytown, Pa. ¹
Lake Denmark, N. Y. ³	Washington, D. C.:
Lowell, Mass. ¹	Navy Yard. ¹
Marblehead, Mass. ¹	Steel & Ordnance Co. ¹
Milton, Pa. ^{2,3}	Bureau of Standards. ¹
Neville Island, Pa. ¹	Belt line. ^{2,3}
Newark (N. J.) District:	Watertown, Mass. ³
Elizabeth. ³	Watertown, N. Y. ¹
Long Branch. ³	Watervliet, N. Y. ³
Orange. ¹	Albany. ³
Bloomfield. ⁵	Troy. ³
	West Hanover, Mass. ¹
	Woodbury, N. J. ¹

INSTRUCTIONS TO FIELD REPRESENTATIVES.

SEPTEMBER 18, 1918.

[Procedure to be followed by electric-railway companies and by district representatives, resident inspectors, and field accountants in submitting reports and information to the transportation division on securing of bids, awarding of contracts, purchasing, and material records, etc.]

With a view of systematizing the execution of all construction work being done by the various street railway companies throughout the country under the supervision of and in accordance with

¹ Investigation made and relief found unnecessary.

² Loans for transportation facilities.

³ Relief accomplished with cost.

⁴ Where work was curtailed.

⁵ Relief accomplished without cost.

contracts entered into with the United States Housing Corporation, the following methods of procedure have been adopted and are to be followed by the railway companies and such representatives of the Housing Corporation as may be engaged upon the work.

For the sake of brevity the street-railway companies are herein-after designated as "company" and the United States Housing Corporation as "corporation."

Wherever the Transportation Division of the United States Housing Corporation has a district manager or representative in the community in which the work is being done, all details pertaining to the purchase of material, conduct, performance, and approval of the work or plans and specifications therefor shall first be taken up by the company with such district manager or representative, who shall forward such details, with his recommendations and approval, to the corporation at their Washington office.

SUBMITTING PLANS AND SPECIFICATIONS.

The company, before making any commitments or assuming any obligations for expenditure, shall submit to the corporation, for approval, all plans, specifications, outlines, and other information pertaining to the construction and installation of the work or equipment. In general, these plans, specifications, outlines, and other information shall conform to or be substantially in accordance with the standard practice of the company in ordering or installing like or similar material. If said plans, specifications, outlines, and other information are found satisfactory to the corporation, authority will be granted by the corporation for proceeding with the work. A form similar to the manner the specifications should be prepared is appended hereto, marked "Form A."

SECURING COMPETITIVE BIDS ON MATERIAL.

Immediately after the execution of the contract between the company and the corporation, defining in general the work to be performed, the company shall use the utmost dispatch in securing competitive bids from not less than three manufacturers or producers of each kind or class of material or each type of equipment approved by the corporation which may be required to construct or install the work or may be necessary for the operation thereof. Upon receipt of said competitive bids the company shall summarize same substantially in accordance with Form B, attached hereto, and submit said summary of bids in duplicate, together with the original detailed bid of each manufacturer, to the authorized representative of the corporation in charge of the district in which the company is located. Said summary shall contain the certified recommendation and approval of the president of the company, specifying the manufacturer with whom he recommends the contract or order for the work be awarded. Immediately upon receipt of the summary and detailed original bids by the district representative they shall be checked by said representative and if found satisfactory shall be approved by him and immediately forwarded to the Washington office of the corporation for further approval.

In the event of the corporation having no authorized representative in the community the original bids, with said summary, shall be forwarded direct to the Washington office of the corporation, attention of the Transportation Division.

Upon receipt of said summary and original detailed bids by the corporation, if found satisfactory, immediate authorization by the Washington office of the corporation for the purchase of the materials or equipment will be furnished the company. Until such authorization is furnished in writing the company will in no manner assume any responsibility for the purchase thereof.

Whenever the final contract for the material is entered into by the company, three copies of said contract properly attested shall be forwarded to the corporation.

COPIES OF PURCHASING ORDERS, STOREROOM REQUISITIONS, ETC.

Whenever an order is placed with a manufacturer or other agency duplicate copies of the purchasing order upon which the unit prices and the total cost of each item of material shall be entered shall be filed with the corporation.

Whenever material is in stock and requisitions are issued and delivery fulfilled from the supply department of the company, two copies of said requisition and certified receipts covering the delivery of the material on the work shall be filed with the corporation.

It is the intention to check all contracts, orders, requisitions, and receipts for material against the actual quantities used on the work.

PAYMENTS AND ACCOUNTS.

The company shall keep their records of expenditure in accordance with the form prescribed by the Interstate Commerce Commission's classification of accounts.

For each job or item specified in the contract between the company and the corporation a separate job number or work order shall be issued by the company, which shall contain the location and a brief description of the work to be done and the classification of accounts substantially conforming with Form C, appended hereto. Duplicate copies of this job number or work order are to be filed with the corporation. All expenditures for labor or material shall be allocated or charged to the particular job for which it was furnished.

The method of reimbursing the company for all expenditures made for the construction of the additions and extensions covered by their contract with the corporation shall be as follows:

The company shall submit to the field accountant of the corporation a summary in duplicate of material and labor expenditures on the Voucher Form H. B. 21, furnished by the corporation.

It will be necessary for the company to have all invoices rendered in triplicate, the original copy of which shall be retained by the company, the duplicate and triplicate to be attached to the original and duplicate reimbursement Voucher Form H. B. 21 submitted to the corporation through the field accountant.

In the case of pay rolls, detailed pay rolls and a recapitulation thereof with the distribution of the charges thereon shall be attached to the Voucher Form H. B. 21 in the same manner as material disbursements, it being understood the detailed pay roll, timekeeper's records, and distribution sheets are at all times available for checking and auditing by the representative of the corporation.

The original and duplicate reimbursement Voucher Form H. B. 21, with supporting data attached, shall be presented to the local field accountant of the corporation for check and approval. The local field accountant after approval thereof shall present the voucher to the district representative of the Transportation Department for further check and approval, after which said district representative shall forward the voucher to the Washington office for reimbursement.

It is the intention of the corporation to reimburse the company for any and all expenditures which are proper under the contract at the earliest possible moment after evidence is had that the expenditure is a just and proper charge to the work.

The proper distribution for all charges shall be submitted with each voucher, the job number and the Interstate Commerce Commission classification account number both being given. Whenever charges for material are entered on a single voucher and the material is to be used on several jobs, the proper distribution of the charges to each job and account number shall be designated on a separate statement which shall accompany said voucher. The proper distribution of charges shall also be entered on the invoices of the contractor or manufacturer, which invoices are to be attached to the voucher as evidence of the expenditures, as heretofore stated.

STARTING WORK.

The company shall prior to starting any work furnish at least seven days' written notice to the corporation of the date and location such work is to be started.

WEEKLY REPORT OF MATERIALS TO BE FURNISHED BY THE RAILWAY COMPANY.

The company shall prepare weekly progress reports in triplicate, covering the ordering and delivery of materials and equipment, together with records of any subcontracts placed by them. These reports are to be typewritten on tracing whose size shall be 10½ by 15 inches and shall conform to and contain the information complete outlined on the attached blue print marked "Form D".

Each week the tracings are to be posted as of Saturday, two blue prints thereof being forwarded to manager, Transportation Division, United States Housing Corporation, 613 G Street NW., Washington, D. C., and two copies are to be given the field accountant who represents the corporation on the work. The field accountant will send one of these copies to the district representative, retaining one-copy for his personal files.

WEEKLY CONSTRUCTION REPORT TO BE FURNISHED BY THE RAILWAY COMPANY.

Weekly reports covering progress of construction shall be prepared by the company, conforming in general to the sample report appended hereto marked "Form E" with such modification as may be necessary to cover the specific work involved. This report should be arranged so the different items important to the progress of the work will conform to the investment classification prescribed by the Interstate Commerce Commission as given under road and equipment accounts 501 to 550, inclusive. As far as possible, the progress of the work shall be estimated and reported on each account in terms of the percentage the amount of work to be done bears to the total amount of work to be performed.

These construction reports are to be compiled as of Saturday of each week, the original and one duplicate to be mailed to manager, Transportation Division, United States Housing Corporation, 613 G Street NW., Washington, D. C., and two copies given the field accountant on the work who represents the corporation. The field accountant shall send one copy to the district representative, retaining the other copy for his files.

The district representative of the corporation shall give careful attention to the weekly construction report filed by the company, and shall immediately after receipt thereof advise the Washington office of any inaccuracies, criticisms, or changes which in his judgment should be made in the report. If the work is not progressing as satisfactorily as desired the resident representative shall so advise the Washington office so that every effort may be made to render proper assistance to the company to complete the work at the earliest possible moment.

DAILY REPORT, FIELD ACCOUNTANT OF THE CORPORATION.

The field accountant representing the corporation is to keep a daily progress report on said job on the form furnished by the corporation, on which shall be entered the number of men employed, rates of wages, daily labor cost, and total labor cost of the work as of the date of the report. On the back of the report a record of the quantities of the various materials delivered on the work, type of construction, equipment employed on the work, and the time it is allocated to the job shall be entered as well as all other matters pertaining to the conduct of the work, such as accidents to the employees or to the public, unusual delays with reasons therefor, public utility obstructions encountered, and any

other matters of sufficient importance to warrant recording. These reports shall be kept in duplicate, the original daily report being forwarded to the district representative, who, after perusal, shall forward same to the Washington office; the other copy is to be retained by the field accountant for his files.

Forms to be used in submitting reports and information on securing of bids, awarding contracts, purchasing and material records, advancement of funds, progress of construction work, etc.

Form or exhibit—

- A. Specifications covering each job.
- B. Summary of bids.
- C. Work order or authorization.
- D. Material record.
- E. Progress report on construction work.
- F. Voucher form H. B. 21.
- G. Daily report of field accountant.

SAMPLE SPECIFICATIONS.

FORM A.

SPECIFICATIONS FOR NEW SINGLE TRACK LINE AND CONNECTIONS ON COLUMBIA AVENUE BETWEEN SIBLEY STREET AND MORTON AVENUE.

Scope.—These specifications cover in general the construction of new single-track line with side pole span construction on Columbia Avenue, —————, between Sibley Street and Morton Avenue, and connecting curves to the present tracks on these two streets.

ROADBED AND TRACK CONSTRUCTION.

Trench.—The track shall be laid 5 feet 3 inches east of center line of street so as to provide for a double-track line at the future date. The roadbed trench to be excavated 17½ inches deep and 9 feet wide, and base of trench to be rolled down to a regular and uniform subgrade.

Ballast.—The trench to be filled with crushed stone or slag ballast, evenly distributed to a height of 11 inches. The ties to be embedded in the ballast for a depth of 5 inches and the top of the ties to be 12 inches above the subgrade of the trench.

Ties.—The ties to be 6 by 8 inches by 8 feet, white oak, spaced 2 feet centers; ties must be laid level and ballast tamped under each tie. Ties at joints of rails to be 8 inches apart. The ties must be laid with the best side up to prevent splitting when driving the spikes and must be laid at right angles to the rails.

Rails.—The rails shall be 5½ inches tee section A. R. A., 90.2 pounds with 5½ inches base to be laid to standard gauge 4 feet 8½ inches. The joints in the rails must be opposite and must be midway between the joint ties. Rails will be furnished in 30-foot lengths and under.

Spikes.—The rails to be laid directly on the ties without any plates and spiked down with ⅞ by 5½ inch spikes, one on each side of rail, making four spikes per tie.

Joints.—Rail lengths to be jointed together with continuous-rail joints 22 inches long; each joint to have four 1-inch diameter bolts, two in each rail end. The bolts to have hexagon heads and nuts and lock washers to be used. Rails to be laid close, butt to butt, without any openings in the joints.

BONDING AND NEGATIVE FEEDER.

Bonds.—All joints of the rails and joints in special work to be bonded with #2/0 solid copper external bonds. Cross bonds #4/0 flexible copper wire to be placed approximately every 400 feet or less; they should be in line with the north building line of each cross straight and be thoroughly fastened and soldered to the negative feeder.

Negative feeder.—A 500,000 c. m. negative feeder cable shall be placed alongside the track on top of the ties. Splices in negative cables shall be made by interlacing the strands and then thoroughly soldered. Cross bonds to be connected to the negative cable as described above.

SPECIAL TRACK WORK.

A two-part wye to be installed at Sibley Street, connecting with Gary & Interurban Co.'s track on this street.

The present wye on Morton Avenue in alley west of Columbia Avenue to be moved and placed at Morton Avenue and Columbia Avenue to connect the new track with present track on Morton Avenue.

A steam track crossing to be installed to cross two tracks of the New York, Chicago & St. Louis Railroad, which crosses Columbia Avenue between Sherman and May Streets.

The new special work will be made with ends to fit 5½ inch, 90.2-pound tee rail. The joint plates between special work and rails to be 32 inches long with six 1-inch bolts in each joint.

All special work to be supported on 7 by 9 inch white oak ties of various lengths from 7 feet up to 16 feet.

Auxiliary and negative cables to be placed at all special work at each rail, and the ends of the cables connected to the webs of the respective rails outside of the last bolted joint. The cable connections to the rails must be equal to the conductivity of cable.

MACADAM PAVING.

The pavement in the street taken up, due to the construction of the new track, shall be replaced and put in proper condition.

Crushed limestone subsurface.—On the subgrade as formed by the blast furnace slag, which is placed in the trench prior to track laying and formed and compacted at the time of the track construction, shall be placed a layer of limestone broken so as to pass through a ring of 2½ inches internal diameter and be held on a ring of 1 inch internal diameter. This layer shall be covered with fine limestone screenings in such quantity as to completely fill the interstices and thoroughly rolled with a roller until compacted and brought to a true and uniform surface. This layer shall be not less than 4 inches in depth.

Crushed granite, top dressing.—The above shall be covered with a course of crushed granite broken to a size which shall pass through a ring 3 inches internal diameter and be held on a ring of 1½ inches internal diameter. This course shall be covered with bonding gravel in such quantity as to completely fill all the interstices, then flooded and thoroughly rolled with a roller. The bonding gravel shall contain no particles which will not pass through a ring of 1 inch internal diameter. As the flooding and rolling progresses, the surplus bonding material, if any, shall be swept from the roadway and the rolling and sweeping shall continue until the surface is compacted and all surplus bonding material is removed. Upon this layer shall be spread ½ inch of granite screenings, which shall be rolled into the above layer. The rolling shall continue till no bonding material comes to the surface.

The above layer shall be not less than 4½ inches in depth after having been brought to a true, uniform, and unyielding surface.

TROLLEY CONSTRUCTION.

The trolley construction to be of the span-wire type with side poles.

Poles.—Trolley poles to be 33-foot cedar poles, 5-inch top. To be spaced approximately 100 feet apart on straight track and must be placed inside of the prospective curb line of the street. The poles

should not be set beyond the building lines of the intersecting street. Poles to be set approximately 6 feet deep in the ground and the refill shall be tamped solid in thin layers. The poles shall be set with a rake away from the track, so that the top of the pole is 12 inches out of center with the ground plant.

Span wire, insulators, hangers, and ears.—Span wire to be ¼-inch galvanized iron stranded wire attached to the poles with ¾-inch eyebolts. The strain insulators to be 8 inches long and of hickory wood. The hangers to be of the insulated bolt type, of malleable iron sherardized. The ears to be of the clinch type, 15 inches long, of copper alloy.

Trolley wire.—Trolley wire to be #2/0 solid round copper wire suspended so that it will be 19 feet from rail at the span supports. Where the wire passes over the New York, Chicago & St. Louis Railroad tracks the trolley wire shall be 22 feet above the rails. The sag in the trolley wire between spans shall be approximately as follows for various temperatures at time of erection: 0° F., 4 inches; 20°, 5 inches; 60°, 7 inches; 90°, 11 inches.

TROLLEY SPECIAL WORK.

The trolley wires on curves at Sibley Street and Norton Avenue to be #2/0 solid round copper wire suspended so as to closely follow the center of the track curves by proper suspensions and pull-offs. Poles at these locations to have guy wires where necessary, securely anchored. The overhead switches to be of malleable iron sherardized. Section insulators to be provided at Sibley Street and North Avenue.

FEEDER.

A 500,000 c. m. insulated feeder cable to be mounted on the poles on west side of Columbia Avenue, to be supported on wooden cross arms with brackets and glass insulators. This feeder to run full length on Columbia Avenue between Norton Avenue and Sibley Street and to extend to and be connected with a feeder panel, the location of which to be designated later.

Feeder taps connecting with trolley wire on Columbia Avenue to be made at every fourth span.

FORM B.

SUMMARY OF BIDS.

Ten double-truck, four-motor, monitor-deck-roof, steel-body cars to be built in accordance with specifications, dated July 29, 1918, including installation of trucks, motor equipment, air brakes, and other apparatus furnished by the railway company. Car builder's price includes freight on complete car f. o. b. company's switch track

Car builders unable to bid.

St. Louis Car Co.	St. Louis, Mo.
Cincinnati Car Co.	Cincinnati, Ohio.
McGuire-Cummings Car Co.	Paris, Ill. (trucks only.)
J. G. Brill Co.	Philadelphia, Pa.
(Referred to American Car Co., of St. Louis.)	

American Car Co. bid.

	Quoted price.
American Car Co. car body.....	\$.....
American Car Co. No. 77-E trucks, less wheels....
Railway company furnish wheels.....
General Electric Co. motor and air-brake equipment
Total.....

Jewett Car Co. bid.

Jewett Car Co. car body.....	\$.....
McGuire-Cummings trucks, less wheels.....	.....
Railway company furnish wheels.....	.....
Westinghouse No. 532-B motors.....	.....
Westinghouse air brakes.....	.....
Total.....	.....

American Car Co. bid.

American Car Co. car body.....	\$.....
American Car Co. No. 77-E trucks, less wheels.....	.....
Railway company furnish wheels.....	.....
Westinghouse motors.....	.....
Westinghouse air brakes.....	.....
Total.....	.....

Proposition No. 1 recommended. The American Car Co., having built the last six cars ordered by the company, should be in better position to make delivery and construct the type of car desired.

Recommended:

.....,
President.

.....
District Representative.

Approved:

SUMMARY OF BIDS FOR TRACK SPECIAL WORK AS SHOWN ON
DRAWING—H-106.

The Buda Co.'s quotation includes 10 reversible spring boxes and 2 lever-throw switch controls and necessary compromised joints or connecting section of rail welded on as directed; also includes the type of construction specified, namely, long bed, tad pole, manganese tongue switch, manganese center, iron-bound, guaranteed mates and frogs, all f. o. b., Ind.

Track special work.

Layout No. —	Buda Co.	Lorain Steel Co.	Bethlehem Steel Co.
1. State St. and Calumet Ave.....	\$.....	\$.....	\$.....
2. Sibley St. and Calumet Ave.....
3. Sibley St. and Columbia Ave.....
4. New York, Chicago & St. Louis Railroad and Columbia Ave.....
5. Hohman and Sibley Sts.....
No. 40006-H Forsyth St. and Chicago Ave.....
Total.....

Buda Co.'s proposition recommended.

.....,
President.

Recommended:

.....,
District Representative.

Approved:

SAMPLE WORK ORDER OR AUTHORIZATION.

FORM C.

Date

WORK ORDER No. 608.

Construct a new single track in Columbia Avenue, from Sibley Street to Morton Avenue, in the city of a distance of approximately 3,613 feet, connecting at Sibley Street and Columbia Avenue into Gary Street Railway Co.'s track with a three-part wye. Connections at Columbia and Morton Avenues to be made by taking up the present three-part wye and relocating it in the intersection of Columbia and Morton Avenues.

Track to be constructed with 90-pound tee rail, 6 by 8 white oak ties on 6-inch crushed stone or slag foundation, macadam pavement to be finished with asphalt or oil or some other binding material.

All new track special work to be all manganese hard center type.

Also all necessary poles and overhead construction trolley wire to be 2/0 and poles to be northern cedar, 35 feet 7 inches top.

All expenditure for labor and material to be used in the above work shall be charged to this order in accordance with the following itemization:

501-608. Engineering and superintendence.

504-608. Grading.

505-608. Ballast. (Includes labor and hauling and unloading at job.)

506-608. Ties. (Material only.)

507-608. Rails, fastenings, and joints. (Material only.)

508-608. Special work. (Material only.)

510-608. Track and roadway labor:

(A) Labor on tangent track.

(B) Labor on special work.

(C) Miscellaneous. (Includes cost of track and tools, such as picks, shovels, etc.)

511-608. Paving. (Includes all labor and material on paving work above bottom of tie.)

519-608. Poles and fixtures. (Labor and material.)

521-608. Distribution system.

550-608. Miscellaneous. (Includes only such items of special and incidental nature which can not be charged to any other account in Interstate Commerce Commission's classification.)

(O. K.)
Vice President.

Approved.

By
President.

SAMPLE MATERIAL RECORD.

FORM D.

..... COMPANY,
Status of delivery on material for addition and extension.

Date

Kind of material.	Requisition No.	Unit.	Unit quantity.	Date bids requested.	Date material ordered.	Ordered from—	Order No.	Date promised, delivery.	Date of delivery.	Date priority requested.	Date priority received.	Remarks.

Tracing should be prepared to size of 10½ by 15 inches so as to give proper space for headings. A 1-inch blank space to be left on 10½-inch side for binding.

PROGRESS REPORT FOR CONSTRUCTION WORK.

FORM E.

..... COMPANY.

Construction progress report for week ending, 1918.

Job numbers refer to the following locations:

Job 604. Hohman Street, from Calumet River to New York, Chicago & St. Louis Railroad.

Job 605. Special work at Sibley and Hohman Streets.

Job 606. Calumet Avenue, from State to Sibley Streets.

Job 607. Forsythe Avenue, from Chicago Avenue to One hundred and fiftieth Street.

Job 608. Columbia Avenue, from Sibley Street to Morton Avenue.

Job 609. Open-storage tracks on Costlin Street.

General—On jobs 604, 607, 608, and 609 no field work has been done.

ACCOUNT 504—GRADING.

Job 605. Excavation 80 per cent completed.

Job 606. Excavation 30 per cent completed.

ACCOUNT 505.

Job 605. Ballasting 80 per cent completed.

Job 606. Ballast placed where trench is completed.

ACCOUNTS 506 AND 507—TRACK MATERIAL.

Job 605. Special work 70 per cent installed.

Job 606. Track material delivered on the ground.

Job 607. Ties delivered; expect shipment on rail about

Job 608. Priority certificate on rail delivery received

ACCOUNT 508—SPECIAL WORK.

Job 605. Special work 70 per cent installed; will be completed next week.

Job 606. Special work shipped by manufacturer.

Job 607. Delivery on work expected

Job 608. Delivery on work expected

ACCOUNT 510—TRACK AND ROADWAY LABOR.

Work not progressing as satisfactorily as desired due to impossibility of obtaining the necessary labor:

Job 605. Scheduled for completion Will be completed

Job 606. Scheduled for completion Will be completed

Job 607. Will be started next week.

Job 608. Will be started soon as labor can be secured.

ACCOUNT 511—PAVING.

Job 605. Paving work 10 per cent completed.

Job 606. No paving work done.

ACCOUNT 519—POLES AND FIXTURES.

Job 604. Poles and cross arms distributed.

Job 605. Poles set.

Job 606. Poles 50 per cent set.

ACCOUNT 521—DISTRIBUTION SYSTEM.

Job 605. Span wires installed.

Job 606. Span wires 30 per cent installed.

Job 608. Feeder cable shipped.

ACCOUNT 530—PASSENGER CARS.

Job Car Co. report framing for cars has been started and the bolsters and channels are received. Priority on air-brake equipment and trucks received and work will be delivered as scheduled.

ACCOUNT 533—ELECTRIC EQUIPMENT OF CARS.

Job 610. Progress in manufacture of electric equipment satisfactory and delivery expected as scheduled.

ACCOUNT 543—SUBSTATION EQUIPMENT.

Job 611. Delivery on 1,000 kw. rotary converters and appurtenances expected and will be installed immediately thereafter.

.....
Chief Engineer.

Approved.

.....
Field Accountant.

Approved.

.....
District Representative.

[On reverse of form.]

METHOD OF INVITING PROPOSALS.

(Sec. 3709 of the R. S.)

1. Advertising in newspapers.
2. Circular letters sent to dealers and notices posted in public places.
3. Without advertising, under an exigency of the service which existed prior to the order and which would not admit of the delay incident to advertising.
4. Without advertising, it being impracticable to secure competition because of—

*

.....

FORM OF AGREEMENT.

A. Formal contract dated, 191

B. Written proposal and acceptance filed

(If with this voucher, so state; if not, indicate where.) and upon immediate delivery or performance.

C. Lease formal agreement (State character.)

..... and upon immediate delivery or performance.

Instructions under section 4, above.

*Among the reasons which may be assigned as making competition impracticable are the following:
 (a) Under a formal contract for construction there arises a necessity for additional work practicable of performance only by the contractor.
 (b) The articles wanted are patented or copyrighted and not on sale by dealers but by the owners of the patent or copyright, or their agents or assigns alone, at a fixed and uniform price.
 (c) There is only one dealer within a practicable distance from whom the articles can be obtained.
 (d) Prices or rates are fixed by legislation, either Federal, State, or municipal, or by competent regulation.
 (e) Previous advertising for the identical purchase has been followed by the receipt of no proposals or only of such as were unreasonable and under circumstances indicating that further advertising would not alter results.

[On reverse of form.]

H. R. 21

Public Voucher No.

DEPARTMENT OF LABOR,

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

APPROPRIATION:

(State full title of appropriation.)

Amount, \$.....

IN FAVOR OF

(Name of payee.)

FOR PURCHASES AND SERVICES OTHER THAN PERSONAL.

ACCOUNTS OF

(Name of disbursing officer.)

(Official designation.)

(Place where located.)

(Period for which voucher is rendered.), 191



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Types B-1, B-2, and B-3, Semidetached Houses of Two Three-room Flats each.
(See Vol. II, p. 220.)



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Types C-1 and C-2, Semidetached Five-room Houses.
(See Vol. II, p. 220.)

TRANSPORTATION.

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TABLE 1.—United States Housing Corporation, Transportation Division, traction companies.

[Statement of loans authorized and disbursements made as of December 31, 1919.]

Name of company.	Locality.	Date of contract.	Original amount of loan per contract.	Reduction due to abandonment of projects since signing of armistice.	Amount of contract as amended.	Amount expended to date.	Unexpended balance.	Terms of repayment.
Lehigh Valley Transit Co.	Bethlehem, Pa.	Oct. 7, 1918	\$650,000.00	\$60,000.00	\$590,000.00	\$483,318.83	\$106,681.17	Two equal payments—2½ and 5 years after date of appraisal.
The Connecticut Co.	Bridgeport, Conn.	July 31, 1918	1,350,000.00	150,000.00	1,200,000.00	1,033,583.63	166,416.37	Five annual installments based on appraisal, commencing from 1 to 3 years after declaration of peace.
Buffalo & Depew Ry. Co.	Buffalo-Depew, N. Y.	Oct. 5, 1918	74,000.00	16,685.00	57,315.00	52,626.41	4,688.59	Five annual installments, commencing 3 months after end of war as determined by President.
Chicago City Ry. Co.	Chicago, Ill.	Oct. 21, 1918	235,000.00		235,000.00	180,744.89	*54,255.11	Five equal annual installments, commencing 1 year after the end of the war.
Calumet & South Chicago Ry. Co.	Hegewisch, Ill.	Sept. 28, 1918	150,000.00		150,000.00	165,071.51	*15,071.51	Do.
Hammond, Whiting & East Chicago Ry. Co.	Hammond, Ind.	Aug. 1, 1918	315,000.00		315,000.00	287,583.24	*27,416.76	Five equal installments, based on appraisal, commencing from 1 to 3 years after declaration of peace.
Gary Street Ry. Co.	Gary, Ind.	Sept. 30, 1918	169,000.00		169,000.00	155,408.84	*13,591.16	Five annual installments, commencing 3 months after date of appraisal.
Gary & Valparaiso Ry. Co.	do	Oct. 3, 1918	33,000.00		33,000.00	29,269.23	*3,730.77	Cars—Five equal annual installments commencing 1 year after end of war. Additions—Optional as to whether company desires to purchase.
Lewisburg, Milton & Watertown Passenger Ry. Co.	Milton, Pa.	Sept. 17, 1918	15,000.00	*10,600.00	25,600.00	25,288.53	*311.47	
American Railway Co.: Jersey Central Traction Co.	Keyport, N. J.	Oct. 1, 1918	67,000.00	12,000.00	55,000.00	42,497.79	12,502.21	72 equal payments, payable 1 each every 30 days following delivery.
Monmouth Lighting Virginia Ry. & Power Co.	do	do	37,136.00		37,136.00	31,014.10	*6,121.90	Three equal annual installments, based on appraisal—one-third to be paid 30 days after appraisal and a like amount at end of 2 years immediately succeeding.
	Norfolk, Va.	Oct. 23, 1918	300,000.00		300,000.00	302,870.88	*2,870.88	
Do.	do		300,000.00	300,000.00				Abandoned.
Newport News & Hampton Ry. Gas & Electric Co.	Hilton, Va.	Oct. 9, 1918	25,000.00		25,000.00	25,471.63	*471.63	Five equal annual installments, based on appraisal, commencing 1 year after date of agreement.
Do.	do	Oct. 24, 1918	150,000.00		150,000.00	129,490.99	*20,509.01	Five annual installments, commencing 3 months after date of appraisal.
Do.	do		65,000.00	65,000.00				Abandoned.
Philadelphia Rapid Transit Co.	Philadelphia section (Navy & Eddystone).	Aug. 15, 1918	1,740,000.00		1,740,000.00	1,541,462.46	198,537.54	Five annual installments, commencing 3 months after date of appraisal.
Do.	Philadelphia section (Frankford Arsenal).	Nov. 8, 1918	544,000.00	*52,307.00	491,693.00	428,809.32	63,083.68	Do.
South Pennsylvania Traction Co.	Philadelphia section		492,000.00	492,000.00				Abandoned.
United Light & Railways Co.	Rock Island, Ill.	Sept. 17, 1918	105,000.00		105,000.00	40,973.75	*64,026.25	Five equal annual installments, based on appraisal. First payment to be made not later than 6 months after date of appraisal.
Washington Railway & Electric Co.	Washington, D. C.	Nov. 6, 1918	125,000.00		125,000.00	120,649.38	*5,649.38	Do.
Do.	do		225,000.00	225,000.00				Abandoned.
Do.	do		250,000.00	250,000.00				Do.
Boston Elevated Ry. Co.	Watertown, Mass.	Oct. 28, 1918	37,968.35	7,470.88	30,497.47	30,497.47	(*)	To become the property of the Watertown Arsenal.
			7,454,104.35	1,619,862.88	5,834,241.47	5,116,462.88	717,778.59	

NOTE.—All loans made on basis of 5 per cent interest. Figures in italics denote overruns.

* Overrun authorized by Mr. Sherman. See memo. dated June 28, 1919, and Mr. Stevens' letter dated July 5, 1919.

† Increased by supplemental agreement dated Nov. 30, 1918.

‡ Three promissory notes indorsed by the American Railways Co., in equal annual installments. First one due Jan. 2, 1920.

§ Overrun authorized by Executive Orders, Nos. 496, July 21, and 775, Sept. 19, 1919.

|| Closed out by appraisal, dated May 28, 1919.

¶ Contract transferred to United Railways & Electric Co. of Baltimore, Md., on May 12, 1919.

** Increased and corrected by supplemental agreement dated Feb. 11, 1919, \$34,165.00. Decreased by supplemental agreement dated Aug. 11, 1919, \$86,477.00.

* Project completed.

* Physically complete. All accounting work not closed.

TABLE 3.—*Transportation Division.*

Interest statement as of Dec. 31, 1919.

Name of company.	Amount advanced to Dec. 31, 1919.	Interest-due dates.	Amount of interest paid to Dec. 31.	Amount billed and unpaid (not overdue).	Amount billed and unpaid (overdue).	Explanation.
Lehigh Valley Transit Co.	\$483,348.83	June and December	\$3,872.88		\$10,215.58	
The Connecticut Co.	1,033,583.63	April and October	29,564.49			
Buffalo & Depew Ry. Co.	152,626.41	June and December	511.62		870.37	
Chicago City Ry. Co.	180,744.89	February and August	4,049.63			
Calumet & South Chicago Ry. Co.	165,071.51	do.	3,493.22			
Hammond, Whiting & East Chicago Ry. Co.	287,583.24	June and December	10,504.51			Amount of \$33.20 billed in excess on Nov. 30 statement.
Gary Street Ry. Co.	155,408.84	January and July	1,496.91	\$3,875.62		
Gary & Valparaiso Ry. Co.	29,269.23	do.	214.11	654.47		
Lewisburg, Milton & Watertown Passenger Ry. Co.	25,288.53	June and December	489.95		632.21	
American Railways Co.:						
Jersey Central Traction Co.	42,497.79	do.	700.30			
Monmouth Lighting Co.	31,014.10	do.	517.35			
Virginia Railway & Power Co.	302,870.88	July and January	6,028.09	7,552.43		
Newport News & Hampton Railway, Gas & Electric Co.	25,471.63		409.79			Account closed by appraisal. See settlement of May 28, 1919.
United Railways & Electric Co.	129,490.99	June and December	3,586.89			
Philadelphia Rapid Transit Co. (Navy)	1,541,462.46	do.	73,216.91			
Philadelphia Rapid Transit Co. (Frankford)	428,609.32	do.				
United Light & Railways Co.	40,973.75					None of this company's projects completed, and all work stopped. Settlement now pending.
Washington Railway & Electric Co.	130,649.38	April and October				Interest will be billed as at Dec. 31, 1919.
Boston Elevated Ry. Co.	30,497.47					To become property of Watertown Arsenal. No interest accrual.
Total	5,116,462.88		138,656.65	12,082.52	11,718.16	
Average monthly income from interest			20,673.63			

¹ Amount on which interest is accrued is \$43,678.50; cost of cars excluded.TABLE 2.—*Transportation Division.*

Statement of interest accrued and billed to June 30, 1919.

Name of company.	To and including—	Amount billed.	Date billed.	Date paid.	Interest accrued from date billed to June 30.	Total to June 30, 1919.
	1919.		1919.	1919.		
The Connecticut Co.	Mar. 31	\$3,318.13	May 7	June 13	\$2,079.51	\$10,397.64
Lehigh Valley Transit Co.	May 31	3,872.88	June 13	June 23	322.74	4,195.62
Calumet & South Chicago Ry. Co.	do.	2,208.19	do.		184.02	2,392.21
Lewisburg, Milton & Watertown Passenger Ry.	do.	489.95	do.		40.83	530.78
Philadelphia Rapid Transit Co.	do.	26,377.34	do.		2,198.11	28,575.45
Hammond, Whiting & East Chicago Ry. Co.	do.	4,327.84	do.	June 19	360.65	4,688.49
Buffalo & Depew Ry. Co.	do.	511.62	June 10		40.00	551.62
Newport News, Hampton Ry. Gas & Elec. Co.	do.	1,400.89	June 13		116.74	1,517.63
Jersey Central Traction Co.	do.	48.33	do.		4.03	52.36
Virginia Railway & Power Co.	do.	4,769.63	do.		397.47	5,167.10
Gary Street Ry. Co.	do.	920.40	do.		76.70	997.10
Gary & Valparaiso Street Ry. Co.	do.	175.93	do.		14.66	190.59
Chicago City Ry. Co.	do.	2,622.64	do.		218.55	2,841.19
Washington Railway & Electric Co.	do.	1,139.42	do.		94.95	1,234.37
		57,183.19			6,148.96	63,332.15

With the completion of all projects there will be interest revenues accruing to the United States Government of approximately \$286,000 per annum.

All expenses of the Transportation Division will not exceed \$34,500 per annum, leaving a balance of \$251,500.

GARDNER F. WELLS,
Manager, May 1, 1918, to Dec. 31, 1918.
 WM. A. MELLEEN,
Manager, Jan. 1, 1919, to date.

NORFOLK FERRIES.

The membership of the board of control for war construction activities of the Hampton Roads district consisted of Maj. Gen. Hutcheson, Capt. Hicks, Mr. Berlingett, Mr. Hix, Col. Butler, Capt. Krenson, and Admiral Harris, representing the War, Navy, and Labor Departments, Housing Bureau, Employment Service, Shipping Board, Fleet Corporation, Fuel, and Railroad Administrations. This Board brought to the attention of the various department heads the conditions existing in the Hampton Roads district by reason of the concentration of work in that locality: the increase in population, exceeding, in instances, 100 per cent; the shortage of labor, material, facilities of all kinds, to carry out the program; the breaking down of public utilities, transportation and water supply and various other community necessities; the inability of local communities to furnish from their own funds the extensions required. They made the urgent recommendation that the Federal Government provide means for taking care of this industrial community that was built up for war purposes, or curtail its expectations in its war program as regards this port of embarkation. The recommendation was taken before the War Council at the White House, and the President of the United States directed the chairman of the War Industries Board to hold a meeting of the various department heads concerned, or their authorized representatives, to confer and agree on a proper method of distributing the cost of the needed community improvements.

At this conference, which Mr. Otto M. Eidlitz, president of the United States Housing Corporation and director of the Bureau of Industrial Housing and Transportation, attended, it was agreed that the Bureau of Industrial Housing and Transportation was to furnish funds and take in hand the improvements of the transportation facilities in the Hampton Roads district. There was included in this program, as approved by the President of the United States, the extension and improvement of the Norfolk-Portsmouth ferries as an important transportation artery between the navy yard, naval magazine, and ordnance embarkation depot of the Army, on the Portsmouth side, and the Engineer embarkation depot, new Army Base, and Naval Base, on the Norfolk side. The estimated cost of the improvements was about \$1,100,000.

In carrying out this project it was necessary to consider the conditions existing, namely, that the ferries, which included the terminals and boats operat-

ing between Norfolk and Portsmouth, Portsmouth and Berkley, and Berkley and Norfolk, were owned by the city of Portsmouth and Norfolk County, and under authority of an act of Legislature of the State of Virginia had been leased for operation to a private company, known as The Ferries Co., for a period of ten years, such lease to terminate on October 31, 1918.

In order to take in hand immediately the improvements required in the physical property to handle properly the transportation, it was necessary either to take over the property, under authority to commandeer, and leave the question of adjustment of moneys to the courts, or to arrange for the taking over by mutual consent. Accordingly the Housing Corporation entered into a contract with the city of Portsmouth and Norfolk County to take over the property immediately; to pay into it the same annual rental that was being paid to it under the contract between the Ferries Co. and the city and county, viz, \$135,200; to furnish additional boats, improve the terminals, and, if necessary, purchase additional property. All such outlay was to be considered a loan on which interest would be charged at 5 per cent, the Housing Corporation to operate the property without restriction under conditions it might find necessary. The income was to be applied to a reduction of the debt or investment made for improvement, with the understanding that at any time after three years after the declaration of peace an appraisal of the improvements and extensions made by the Housing Corporation could be called for by the city and county, and if such appraisal was less than the unpaid debt of the Housing Corporation, a payment to the satisfaction of the amount of the appraisal would be accepted by the Housing Corporation and the property, as improved, turned back to the city and county. But if the appraisal was in excess of the debt the property would be turned back on the repayment of the debt.

In the same way a contract was made with the Ferries Co., the lessee, the property to be taken over and the prospective profits for the unexpired part of the five months of the ten years' lease, as estimated by said accountants, to be paid to the Ferries Co. in full satisfaction of any claim they might have in surrendering the property.

In accordance with these two agreements, on November 1, the ferries were taken over by the United States Housing Corporation. Barclay Parsons

& Klapp, of New York, were retained as engineers; the contract was let to the George Leary Construction Co. for the improvement of the ferries. The construction and operation of the ferries was at this time under the direction of Rear Admiral Harris, C. E., U. S. N., who was acting as assistant to the President of the Housing Corporation for the Hampton Roads District.

Two ferryboats were purchased from Reed & Rogers, directors of the Ferries Company, and two were purchased in New York and brought to Norfolk. A parcel of property adjacent to the Norfolk terminal was purchased and arrangements were made with the city of Portsmouth and an agreement entered into with the Seaboard Air Line Ry., through the Railroad Administration, to use the foot of High Street, in Portsmouth, the intention being to build an additional rack or slip in Portsmouth, and an additional rack in Norfolk, to rebuild the old racks and extend and rebuild the terminals.

On August 20, 1919, the entire supervision of the Norfolk ferries, both operation and construction, was placed under the full charge of Mr. William A. Mellen, manager of the Transportation Division of the United States Housing Corporation, at Washington, D. C.

To date, December 31, 1919, there has been repaid to the Housing Corporation from the earnings of the ferries the sum of \$115,000, payments being made in accordance with the terms of the contract between the owners of the property, the city of Portsmouth and county of Norfolk, and the United States Housing Corporation, dated October 8, 1918.

At the time the ferries were turned over by Rear Admiral Harris 30 per cent of the proposed improvements had been completed. The work as of December 31, 1919, is approximately 70 per cent complete.

WM. A. MELLEN,

Manager, August 20, 1919, to date.

EXHIBIT A.

Submitted by Rear Admiral Harris.

Operating ferries for city of Portsmouth and County of Norfolk.

(Statement of operating income and profit and loss for six months ending Apr. 30, 1919.)

Operating income:	
Passenger.....	\$288,612.51
Vehicles.....	80,012.19
Ferry privileges.....	4,545.84
Miscellaneous.....	217.45
Total operating income.....	373,387.99
Operating expenses:	
Lease.....	\$67,600.04
Steamers.....	143,758.65
Terminals.....	37,780.89
Docks.....	19,834.22

Operating expenses—Continued.

Salaries:	
Officers.....	\$5,105.79
Clerks, etc.....	5,626.33
Printing and stationery.....	723.00
Miscellaneous expenses.....	1,961.60
Tickets.....	1,570.44
Telephone and telegraph.....	264.07
Damage claims.....	972.41
Legal expenses.....	1,200.00
Depreciation of office furniture and fixtures, etc. (depreciation on steamers, etc., charged to respective accounts).....	135.78
Total operating expenses.....	286,533.22
Net operating income.....	86,854.77
Other income: Interest on bank balances.....	210.33
Total income.....	87,065.10
Deductions from income: Interest on loans.....	7,487.92
Total income for the six months ending April 30, 1919.....	79,577.18

EXHIBIT B.

Submitted by Rear Admiral Harris.

Operating ferries for city of Portsmouth and County of Norfolk.

(Balance sheet as at Apr. 30, 1919.)

ASSETS.

Property accounts:

Steamers, docks, terminals, etc., appraisal Nov. 1, 1918.....		\$149,063.34
Additions and betterments to Apr. 30, 1919.....		352,298.36
		501,361.60
Less reserves for depreciation.....		11,042.19
		490,319.41
New construction.....		162,548.68
Total property accounts.....		652,868.29

Working and current assets:

Materials and supplies.....	\$20,396.96
Accounts receivable.....	8,432.07
Cash on hand and in banks.....	17,379.41
Total working and current assets.....	46,208.44
Deferred debit items: Insurance premiums un- expired.....	5,427.07
	704,503.80

LIABILITIES.

Investment and capital loans:

Investment (appraised value).....	\$168,263.24
United States Housing Corporation:	
Cash advanced and interest. . .	\$496,560.49
Income from operations for the six months ended Apr. 30, 1919, per Exhibit A.....	79,577.18
	576,137.67
Less payment to United States Housing Corporation.....	75,100.95
	501,036.72
Total investment and capital loans.....	669,299.96
Current liabilities:	
Vouchers payable.....	\$34,343.20
War taxes.....	860.64
	35,203.84
	704,503.80

Norfolk County Ferries Division.

[Balance sheet as at Oct. 31, 1919.]

ASSETS.		LIABILITIES.	
Permanent and long-term investment:		Long-term debt:	
Real property and equipment (schedule A)—		Appraisal debt..... \$164,928.68	
Floating equipment..... \$335,534.13		Less ferries account below..... 12,654.28	
Terminals..... 28,001.25		\$152,274.40	
Docks..... 49,551.14		Less—	
Shops..... 7,365.04		Steamer Winthrop..... 8,350.00	
Office furniture and fixtures... 3,081.92		Launch Bessie.. 92.50	
Horses and carts. 1,422.00		8,442.50	
Land..... 132,495.00		143,831.90	
Building..... 720.00		United States Government land..... 132,495.00	
Total, real property and equipment..... 558,170.48		United States Housing Corporation (schedule F)..... 328,943.14	
Less reserve for depreciation 21,005.20		Total long-term debt..... \$605,270.04	
\$537,165.28		Working liabilities:	
Permanent improvements (schedule B) 95,649.21		Vouchers and accounts payable (schedule G)..... 55,268.90	
New construction (schedule E)..... 542,504.97		United States Housing Corporation (schedule F-A)..... 457,645.34	
638,154.18		Ferries Co..... 12,654.28	
Total permanent and long-term investment..... \$1,175,319.46		C. W. Dutcher, F. A. (special)..... 61.80	
Working assets:		Total working liabilities..... 525,630.32	
Cash—		Total liabilities..... 1,130,900.36	
In bank..... 19,559.24		Profit and loss previous period..... 79,577.18	
Petty cash..... 600.00		Profit and loss present period..... 42,119.66	
20,159.24		Total surplus..... 121,696.84	
Accounts receivable (schedule D)..... 19,733.56		1,252,597.20	
Miscellaneous accounts receivable:			
Cradock advance 4,725.28			
United States Housing Corporation..... 5,548.45			
10,273.73			
Material and supplies..... 19,680.42			
Fuel (schedule C)..... 3,045.02			
Total working assets..... 72,891.97			
Deferred debits:			
Prepaid insurance..... 4,385.77			
1,252,597.20			

REPORT UNITED STATES HOUSING CORPORATION.

Norfolk County Ferries Division.

[Profit and loss statement as at Oct. 31, 1919.]

EXPENSES.		REVENUE.	
Maintenance and operation:		Operation:	
Floating.....	\$152,147.88	Passenger.....	\$275,343.25
Terminals.....	42,039.75	Vehicular.....	113,211.35
Docks.....	27,209.76		
Shops.....	893.38	To revenue from operation.....	\$388,554.60
Miscellaneous.....	408.29	Rent of buildings and other properties.....	2,223.60
Total water lines and auxiliary.....	222,699.06	Interest earned and received.....	446.59
Depreciation.....	9,953.01	Salvage.....	154.37
Insurance.....	3,649.79	Insurance cancellation.....	474.01
	\$236,301.86	Miscellaneous income.....	184.81
Interest.....	18,355.15	Total revenue from operation.....	392,037.98
Fuel.....	1,243.69		392,037.98
Lease.....	67,599.96		
Ticket account.....	3,458.71		
General overhead—			
Salaries.....	12,565.75		
Office expense.....	662.79		
Damage and legal..	6,189.61		
Telephone, telegraph and postage.....	475.30		
General expense...	1,783.70		
Storeroom.....	175.00		
Total overhead.....	21,852.15		
Previous periods transactions.....	1,106.80		
Total operating expense.....	\$349,918.32		
Profit from period.....	42,119.66		
	392,037.98		

APPENDIX VII.

REAL ESTATE AND COMMANDEERING DIVISION.

Organization and functions—Cooperation of National Association of Real Estate Boards—Recommendations as to general policy—Acquisition of properties—Method of appraisal—Negotiating for purchase—Contract for property—Settlement record—Requisition of properties—Requisition of vacant houses—Procedure for requisition of fee—Procedure for requisition of use—Leases and loans—Liquidation policy since armistice—Assistance of the National Association of Real Estate Boards—Policy in reference to choice of site—Closing of contracts—Other policies of the division—Statistical summary—Importance of community appraisals—Causes of delay in payment—Rental and sale of houses constructed by the Corporation—Need of Federal real estate bureau—Real estate policy since the armistice—Personnel—Forms used by Real Estate Division—Instructions to negotiators—Forms for requisition of real property—Forms for purchase of property—Table of properties requisitioned—Table of properties purchased.
Supplemental report of the Real Estate Division—Sale of houses—Table of houses sold—Disposal of vacant land—Summary of properties retained—Summary of sales.

ORGANIZATION AND FUNCTIONS.

The Real Estate and Commandeering Division of the Bureau of Industrial Housing and Transportation was formed March 1, 1918, at which time William E. Shannon, of Washington, D. C., was asked to organize it and was appointed its manager. Its functions were chiefly advisory until the acts authorizing the President to provide housing for war needs and giving appropriations for such housing had been passed. It was then intrusted with acquiring for the bureau, and later for the United States Housing Corporation, the real properties determined to be necessary in carrying out the provisions of said acts.

To acquire real property quickly, at reasonable prices, and in parts of the country where living conditions were most congested, was a problem requiring the expert services of realtors and builders. They were best qualified to ascertain values, to make negotiations, to advise as to the most practical choice of sites and their probable investment value, to make the necessary contracts, to attend to problems of title, and later to negotiate and execute sales and dispose of the properties acquired. This division through them has tried to conduct its work in accordance with ordinary business policies.

COOPERATION OF NATIONAL ASSOCIATION OF REAL ESTATE BOARDS.

Some time in the early part of January, 1918, Mr. William M. Garland, of Los Angeles, Calif., president of the National Association of Real Estate Boards, after considering in what way and to what extent the real estate men of this country might best assist in the work of the war with respect to housing demands, tendered the services of 150 war appraisal committees, which were selected by the association from as many cities, to the Hon. Otto M. Eidlitz, then chairman of the housing committee of the Council of National

Defense. Experienced realtors from all parts of America were drawn to serve as investigators, negotiators, and as members of appraisal committees.

RECOMMENDATIONS AS TO GENERAL POLICY.

One of the original policies of the bureau, as decided upon in May, 1918, was to lend money to housing companies to be formed in communities where housing was determined as needed. Some cities had already formed such companies and other cities were ready to organize them on a large scale, provided this bureau would cooperate in financing them. The Real Estate Division did not favor the policy of lending to one local organization, believing that it would be better policy to lend in such a way as to stimulate building organizations, individuals, and property owners to build houses. Neither of these policies was finally adopted, but the questions raised by them are of interest, and a copy of a statement by the Real Estate Division regarding them is given in Chapter III.

ACQUISITION OF PROPERTIES.

The final policy of the bureau as adopted was to lease, buy, or requisition lands to provide the necessary housing itself. In order to do its part in carrying out this policy a general procedure was formulated and adopted by this division, which has been continued without substantial changes in all cases of the acquisition of properties.

The preliminary step in acquiring lands was to send two scouts or investigators, selected from the list of realtors furnished by the National Association of Real Estate Boards, to a community where the bureau had been requested to build houses. Invariably the scouts came from a community other than the one to be investigated and did not disclose the nature of their mission. It usually took from one to four days to size up the situation and get an estimate of the value

of the particular properties recommended for consideration by the bureau and other parcels that might be equally satisfactory. Their report ended the only confidential proceedings.

The next step of the bureau was to send out a committee, known as a committee on sites, composed of a realtor, an engineer, an architect, and a town planner. Their investigation was a more exhaustive one, touching upon every phase of the proposed development.

METHOD OF APPRAISAL.

The report of this committee on sites was considered by the bureau staff, and if it was decided to proceed with the project, appraisals were secured upon the various proposed sites from the tax assessor, the mayor, and committees of the chamber of commerce, of the board of trade, of the Rotary Club, and of the real estate board, or other similar representative men or organizations. Such appraisals often represented the opinions of 17 men in all, who served without compensation.

When the reports came in from the committees and the municipal officials, the manager of the division examined their respective ratings, and with his assistant managers decided what constituted the real worth of the land, which they called the official appraisal.

At this stage of the proceedings many of the most prominent men of the community had been thus taken into the confidence of the bureau, had expressed an opinion of the respective values of the several properties under consideration, and were in a position to follow subsequent negotiations with intelligent understanding. The press of the community was also in touch with the situation, every move in the program being made in the light of full publicity.

NEGOTIATING FOR PURCHASE.

The bureau, upon the recommendation of the committee on sites, having authorized the acquisition of certain lots or parcels of property in a given community, sent a negotiator to obtain it, armed with a full record of the case. The negotiator was a realtor, either from the division or employed by the division on a per diem basis. Great care was exercised to make sure that the negotiator approached his task with a full sense of personal responsibility in carrying out the true spirit of the Department of Labor.

Although his instructions provided for many contingencies, the outstanding facts were constantly before him that he was expected to acquire property in the exercise of his best judgment "within established limitations of cost" set out in his memoranda, although under his certificate of appointment he was clothed with the fullest authority.

It was made plain to him, further, that "all contracts, leases, or other instruments committing the corporation must be taken subject to the approval of the president of the corporation" and that he was expected to coordinate his work in the field with the representatives of its Legal, Engineering, Town Planning, and Architectural Divisions. (A copy of the instructions to the negotiators is given on page 144.) One of the policies of the division was always to deal with the owners of the land direct, except where requested otherwise, and not to pay any commissions on any transactions. In so far as practicable, the negotiator was expected to preserve, and, if necessary, to create legitimate competition between owners of properties and to discourage any conviction on their part that their property had been selected by the corporation.

CONTRACT FOR PROPERTY.

In the beginning, the use of options by the negotiator was encouraged, but the practice was later abandoned because of the time required to close options into contracts. The greater part of the property acquired by the negotiators has, therefore, been taken under contracts, made subject to the ratification and approval of the corporation. The contracts provided for the right of immediate entry, so that the building construction need not be delayed. (Copies of the more important forms used by the corporation are given on pages 144-155 and 178-179.)

The policy of the division was to decentralize the labor as much as possible, and local attorneys were employed to assist the negotiators to examine titles and to advise as to local laws. When a negotiator had obtained an agreement with an owner, the local attorney at once prepared and had executed by the owner of the property a quadruple contract. Two copies of this were left with the local attorney—one for his office files and the other for delivery to the seller upon approval of the same by this bureau. Upon their receipt they were passed upon by the division counsel and a memorandum termed "executive approval sheet" was immediately prepared giving the general and substantial parts of the contract. To this sheet was appended one of the quadruple contracts, and in this manner the same were presented first to the manager of the Real Estate and Commandeering Division and then to the president of the Housing Corporation, respectively, for their signatures and approval. If passed by them this file was then submitted to the directors for final ratification, after which the original contract and the executive approval sheet were transmitted to the general manager, and thereafter finally filed with the Fiscal Division. The proposed purchase having been



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Types D-1, D-2, and D-3, Six-room Detached Houses.
(See Vol. II, p. 221.)



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Types E-1, E-2, and E-3, Five-room Detached Houses.

found regular in all respects and ratified by the directors, the local attorneys were advised accordingly, and were instructed to proceed at once with the examination of the title to the property in question and the preparation of all papers necessary for the transfer of the same to the bureau.

SETTLEMENT RECORD.

As soon as the local attorney had completed the abstract, passed upon the deed, and all other instruments requisite or necessary to perfect title in the bureau free and clear of all liens and encumbrances, a résumé of his findings was incorporated in a form called the "settlement record" and was transmitted to the Real Estate and Commandeering Division.

In general the settlement record contained: (1) name of the seller; (2) purchase price; (3) adjustments upon closing; (4) a brief description of the property; (5) certification of title by the local attorney.

With the settlement record the local attorney sent to this bureau a copy of the deed from the seller to purchaser, together with the abstract, and other instruments relating to the transfer, and any other data compiled by him bearing upon the title to said property.

Upon receipt of said settlement record signed by the seller and local attorney, and other memoranda usual in matters affecting the title to lands to be conveyed, the same were examined by one of the attorneys of the Real Estate Division to ascertain if consideration and description in the deed and memoranda of closing were identical with those set out in the contract. His findings were embodied in a memorandum specifically calling attention to any defects appearing in the record to be remedied before the purchase price should be paid. The record was then submitted to the counsel of the Real Estate Division, who, if in his opinion the defects were serious enough, took up with the local attorney these questions of defects for the purpose of having them remedied.

Although the properties were purchased, with few exceptions, upon the written certification of the local attorneys, if all questions affecting the same could not be justified, explained, or removed, the only course remaining was to cancel the contract or requisition the properties to cure the defects.

REQUISITION OF PROPERTIES.

The element of speed in taking over real property is obviously a controlling factor in any war program, and where a negotiator had exhausted every effort to secure property at a reasonable basis of price or where it became apparent to him that for any reason certain properties could not be acquired without material delay he was authorized to arrange for their immediate

requisition. Besides using the power of requisition because of failure to agree upon a fair price, it was also used sometimes in case the owner could not be found, or in cases where there were many different owners living at distances from their lands, which would mean delay to the whole project if contracts were first sought from all. Requisition was also resorted to, as above suggested, in order to remove restrictions, encumbrances, or other flaws in the title and to obtain rights of way. In one case a small piece of land was needed in two days for a water main. A contract was made subject to approval and then the land was requisitioned to avoid delay.

Requisition papers were in all cases prepared by counsel of the Real Estate and Commandeering Division upon the basis of the statements of facts returned by the negotiator, and on being approved by the manager of the Real Estate and Commandeering Division were executed by the Secretary of Labor with full knowledge of the necessities of each particular case. In all cases of actual requisition the negotiator was charged with the duty of assembling by affidavit and appraisal all the available testimony relevant and material to the Government. This precaution, in many instances, resulted in an immediate adjustment of the requisition as soon as the strength of the Government's testimony became evident. The power of requisition was vested by the President in the Secretary of Labor, but the Real Estate and Commandeering Division was given the duty of administering the power. Land requisitioned had to be taken in the name of the United States of America and then transferred to the United States Housing Corporation. In most cases the fee of the land was taken, but in several places only the use of unoccupied houses.

REQUISITION OF VACANT HOUSES.

There were numerous demands throughout the country for the requisition of vacant houses, but it was found impracticable in most instances. In the congested districts the vacant houses were usually in too bad a condition or were new. The damages caused by using a new house for rooming purposes were usually considered too great to warrant requisition, especially because of the fact that the houses were sold and occupied quickly after completion. In Washington, D. C., however, the use of vacant houses was commandeered to some extent with valuable results, a review of that work appearing in the report of the committee on requisitioned houses in the District of Columbia. So carefully, indeed, was the power handled that this division has no knowledge of a single case of requisition unsupported by sound public opinion.

PROCEDURE FOR REQUISITION OF FEE.

Upon superficial examination the requisition procedure is quite complex and involved, but in fact it is not, if a clear understanding is had of the rule and reasoning upon which this policy is formulated. Briefly, it may be stated that the act of requisitioning properties transfers to the Government all the title and wipes out all liens and encumbrances attaching to the realty. The title and interest of former owners, as well as the lien of any judgment, mortgage, or any other valid encumbrance against said properties is merged into a claim for compensation against the Government in favor of lienors.

Following the act of requisitioning the fee of property and the official appraisal by the Real Estate and Commandeering Division, the order known as Form H (see p. 146) is prepared and is signed at the request of the manager of the division by the Secretary of Labor. That fixes the amount of such appraisal as just compensation for the property taken. Thereupon Form J (see p. 146), which is notice of the fixing of compensation, as above stated, is mailed to the claimant. This notice contains not only the amount of compensation fixed by the Secretary of Labor, but a statement as to his rights and what is required of him in the premises. Form J is also accompanied by Form F (see p. 147) containing specific information for the preparation of proof of claim to be signed by the claimant before he may be entitled to receive the amount of compensation fixed.

This proof not only includes owners of record, but also those having any interest in the lands not of record and all persons claiming liens against the same. Parties claiming compensation are also required to produce evidence of title to the lands in question. Notwithstanding the assumption that the requisition destroys all outstanding ownerships and claims against the land taken, it is necessary, before compensation be paid, or in cases where land is to be returned to former claimants, that the title be examined by attorneys of the Government in order that all possible claims may be approved and adjusted.

In the event of the acceptance by the claimant of the compensation as fixed by the Secretary of Labor, the signing of the proper proofs as hereinbefore set forth, Form N (see p. 147), which is release and acknowledgment of compensation, must be signed by the claimant. This form is in substance a deed of release with the addition of the acknowledgment of the compensation received and is signed and recorded with all formalities usual in the case of a deed. Upon the delivery of Form N duly executed, check for compensation fixed is paid the claimants. In case of the refusal of the claimant to accept the amount of compensation fixed by the Secretary of Labor on the

ground that it is insufficient, 75 per cent of the amount so fixed is paid him upon his executing Form Q (see p. 148), which is a receipt for the amount paid, and he is at liberty to sue in the proper court for a larger amount.

When the return of the property to the owner has been recommended where projects have been abandoned or curtailed, if it is agreeable to claimant to take the return of the property with or without compensation, the Government will make conveyance to him of the property taken, using Form C (see p. 154), which is a quitclaim deed, after making an examination of the title and requiring proof under Form F, as hereinbefore explained.

Upon delivery of the quitclaim deed to the former owner, he must execute to the Government Form D (1) (see p. 155), where no compensation has been fixed, and Form D (2), where compensation has been adjudged in addition to the return of the property.

PROCEDURE FOR REQUISITION OF USE.

In the case of the requisition of the use only of the property the procedure is very similar to the act of requisitioning the fee, except that it has not been considered necessary to make full examination of the title. The rental value is appraised immediately after requisition, and if acceptable to the owner the rent is paid, and at the end of the use of the property it is released to the owner or lessee by the Secretary of Labor, and the final compensation, including the rent and damages, is determined. If the owner refuses to accept compensation as determined, he has the same right to prove his claim, to receive 75 per cent of the award, and to sue for the balance as he would have if the fee had been taken.

LEASES AND LOANS.

A few properties were acquired by lease where the land was needed for temporary use only. The Real Estate and Commandeering Division did not, as a general rule, however, approve of leasing property for temporary buildings, as it thought that it might develop into slum districts or be used for strike purposes after the war.

Loans with mortgages as security were authorized in three special cases.

LIQUIDATION POLICY SINCE ARMISTICE.

With the signing of the armistice an intelligent liquidation of many of the properties developed by the bureau has become desirable. This liquidation has been undertaken in harmony with the recommendations of a committee of special investigators for each project, consisting of a realtor, an engineer, a town planner, a project manager, and in some instances a representative of some other division having special knowledge of the situation. The realtors have ob-

jected to abandoning completion of public utility installation where real estate values would thereby be sacrificed, and they have considered each project from the point of view as to how the value may best be maintained with the least increase of expenditure. The reports of these committees are furnishing the basis upon which the negotiators are endeavoring to liquidate the holdings of the corporation.

The liquidation so far has consisted in canceling many of the contracts which had not been approved and returning the lands to the original owners whenever it seemed feasible and when the owners were willing to accept them back without claiming unreasonable damages. These matters have been handled by the negotiators, upon whose advice this division has acted chiefly in deciding what damages should be paid. The Secretary of Labor does not approve of selling the acquired properties to the public at large until the establishment of normal conditions, except in cases where he is satisfied that building will be immediately started either by individuals for their own homes or by companies for the benefit of industrial workers. He believes it to be a matter of equity that the excess war costs should be borne by the people rather than by individuals.

ASSISTANCE OF THE NATIONAL ASSOCIATION OF REAL ESTATE BOARDS.

It has been the policy of this division to rely much upon the National Association of Real Estate Boards for expert advice and assistance, and the division is indebted to it for a devotion that has placed at its disposal not only the highest professional skill, but a fund of local information in various parts of the country that has proved invaluable. Its committees have been the means of keeping the division in intimate touch with conditions vital both to the success of its own work and to the larger success of the bureau itself. It was to that association that the division turned for its investigators and negotiators.

POLICY IN REFERENCE TO CHOICE OF SITE.

The functions of the investigators and negotiators have called for the exercise of all their powers gained by experience and study. They were not used merely as agents; they were asked not only to judge the money values of land, but the sites where houses could be built most easily and economically, the probable permanent value of proposed houses on certain sites, and the attitude of prospective tenants regarding the properties, as well as the kind of houses best adapted to the community.

In a western city the negotiators advised that there was a waste of time and money being caused by the necessity of grading which could be avoided in the laying out of streets, and the plans were accordingly changed. The realtors also opposed temporary hous-

ing where in their opinion permanent housing was certain to be at a premium. On the other hand, in one city they opposed building because they were certain that after the war there would be two houses to every tenant.

The negotiators disapproved of one site because there were no amusements, parks, playgrounds, or schools, and in the belief that people would not stay there any longer than they had to. In another city they found that the chosen site was subject to floods. In both cases the sites were abandoned upon the receipt of their reports.

In one project where there were building sites chosen in several small neighboring towns it was found that the general policy of community appraisals was not of the usual determining strength because each town was controlled by a small group of men whose words "go" and it was considered advisable to get outside appraisers and to arrange for competition between owners in order to secure the land at fair prices.

The moving of houses before title was passed was objected to by the mortgagees in one project, and the negotiator advised giving bonds.

The division objected as a general policy to using land controlled by other departments of the Government for housing projects. It believed that the Government should not create separate municipalities or control the houses of workmen. To avoid this in Charleston, S. C., some land which had been leased by the city to the Navy Department was bought by the United States Housing Corporation, the city selling it at \$200 per acre, although it was appraised as worth from \$1,000 to \$1,200 per acre.

The division also objected as a general policy to building houses on land owned by private corporations. This was done in one special instance, but usually the United States Housing Corporation preferred to buy the land from the company. In two cases the companies so appreciated the need of houses for their employees that they offered to give the necessary land to the corporation.

In some cases sites recommended were not approved because they were too near the industrial plants, the division believing that people should not be encouraged to live right against the wall of large industrial enterprises.

In one case the division regretted being obliged to take over 1,700 acres of land which had been bought by another department of the Government at 40 per cent more than what it was appraised by this division as worth. The contract was finally canceled because of the armistice and the other department took the houses. It was only one of several instances where the value of the community appraisals over the general Government practices of the past in such matters was shown.

CLOSING OF CONTRACTS.

Besides giving advice upon such matters, the negotiators had the important job of closing the contracts with the owners of the sites selected. In some cases this was comparatively easy, but when in a single project there were 200 or more different owners to be seen the work involved was very great, particularly when the saving of time was so important.

Although it was the policy to rely largely upon the judgment of the negotiators and the local attorneys, the counsel of the Real Estate and Commandeering Division and his assistants passed upon all contracts for purchase, the requisition proceedings, and the abstracts of titles before they were approved. It was their duty to see that liens and encumbrances were removed, to frame and have executed the various contracts for purchase, pass upon the deeds, leases, and releases, and to arrange for the necessary recording of papers and the payment of the purchase price through the local attorneys. The Legal Division has assisted them upon many of the more important questions involved.

OTHER POLICIES OF THE DIVISION.

The manager of the division and the assistant managers saw that the scout reports, the appraisals, and the negotiations were made and followed up as quickly as possible, at all times endeavoring to cooperate with the other divisions and to carry out promptly the decisions of the bureau. The assistant managers visited the more important projects themselves, either to carry on or assist in the negotiations.

One of the chief reasons for having a large corps of negotiators on call was that the division might be fully advised as to any local situations that might make some changes in general policy advisable.

The most important action made necessary because of local conditions was the forming of the United States Housing Corporation of Pennsylvania, which was necessary because the laws of Pennsylvania do not allow a foreign corporation to hold land in the State.

STATISTICAL SUMMARY.

The Real Estate and Commandeering Division made investigations of 132 proposed projects and it actually contracted for or requisitioned land in 47 cities. It contracted to purchase approximately 19,000,000 feet of platted land and some 2,800 acres of unplatted land at a total cost of \$4,879,700. It requisitioned approximately 5,000,000 feet of platted land and 492 acres of unplatted land, valued at about \$1,095,918. There were 1,112 transactions made, consisting of 124 requisitions and 988 contracts. It also acquired rights of way, and so forth, where needed, and took appropriate actions to quiet titles. In practically all cases appraisals were made of many more

parcels than were chosen. Other necessary incidental transactions included proper permissions to close certain streets or to dedicate parcels of land as streets or parks where it was considered desirable.

As all the transactions have not as yet been completed the exact final figures are not available. A statistical statement showing those available to date is given on pages 156-171, 173-175, and 179-181.

IMPORTANCE OF COMMUNITY APPRAISALS.

This division believes that its most important achievement was establishing and maintaining the system of community appraisals whereby the Government was enabled to obtain land at fair prices. That these appraisals were a real safeguard to the bureau almost goes without saying. Many sites were thus purchased for about one-third or one-quarter of the asking prices.

In one city a site was appraised at \$15,000, but the owners asked \$53,000, and therefore another site was selected. Requisition was only resorted to in such cases where no other sites seemed equally suitable.

The appraisals have helped to solve many difficult problems. For instance, in one city some rear land was appraised at \$500 per acre but the owner had bought a strip through the front land which was worth \$1,500 an acre and claimed that it raised the value of the rear land to \$1,500 an acre. It was all finally appraised and purchased at \$750 an acre.

Community appraisals operate in the interest of good citizenship and against bad. In some places attempts were made to get property owners to combine to obtain higher prices but they were unsuccessful, for conspiracy has little hope of success when confronted by honest opinion, there being something almost automatic in its reaction to such opinion. The appraisers were always advised in advance by this division "that the fact the Government expects to purchase land does not enhance the value of that land." In a southern town, community appraisals put it within the power of the division to reduce the asking price of land selected from \$2,200 an acre to \$250 an acre. In one city in New York 71 parcels were bought at from 20 to 40 per cent less than the asking prices.

The value of the community appraisals has also been proved since the signing of the armistice. The land having been bought at fair prices, the owners have usually been willing to take it back at the prices paid for it, plus any actual damages done. The damages claimed for cancellation of contracts have been comparatively very small. Some owners have not been able to repurchase because they have invested their money elsewhere, but in one such case we offered to resell 185 lots at the purchase price upon the

payment of \$10,000 down and an agreement to pay \$10,000 per year for five years with interest at 5 per cent.

CAUSES OF DELAY IN PAYMENT.

The division believes that it has secured the land required by the corporation as speedily as possible, but it regrets that the closing of titles and the payments for the lands appear in many cases to have been long delayed. It has in some cases been difficult to obtain the plans and correct descriptions, but the chief difficulty was that the mass of detail to be attended to was very large and it was impossible to get it attended to more promptly. The examination and settlement, for instance, of the titles of between 100 and 300 lots of land in a single city is a work that might well be difficult to obtain quickly in peace times. Time was also lost by the necessity for the representatives of the different divisions to report back to the Washington office for instructions on all operations. As a war emergency this division believes that better practical results could have been obtained if a committee with a realtor as chairman could have been sent out to a city with instructions and authority to acquire the necessary sites in accordance with the methods above outlined.

One practical illustration of a question which caused delay arose from the fact that in one city where a large project was contemplated the Real Estate Division believed, as in a previous case referred to, that houses could be erected more quickly on vacant lots within the city while other divisions approved of developing a settlement outside the city. The conflicting views were reported to Washington, and eventually it was decided to build partly within and partly without the city. The city lots, however, were laid out in 30-foot widths, whereas the policy of the Housing Corporation required that they should be 40 feet wide or not less than 35 feet. The Real Estate Division was therefore required to find 250 lots of at least 35-foot widths, which meant finding a sufficient number of groups of three or more contiguous vacant lots. Over 1,000 such lots were selected and appraised for the bureau to choose from. This meant delay.

In order to keep the good will of the owners of land the title to which was not entirely satisfactory, and the acquisition of which would mean long delay, the Real Estate Division approved of paying part of the consideration before the defects were all remedied, particularly since the corporation was going to use the land before the title was perfected and since requisition proceedings could be resorted to if necessary. But the Fiscal Division in conformity with the policy of the Treasury Department did not approve

of such partial payments, so that many houses of necessity were built on such land before it was paid for.

RENTAL AND SALE OF HOUSES CONSTRUCTED BY THE CORPORATION.

It is the intention of the corporation, as soon as any unit which has been undertaken is completed, to have an appraisal made of its true value at that time, which will constitute the sale price of the house and form a basis for determining a reasonable rental. It is believed that this will stabilize values and clear up misapprehensions in the minds of those who might otherwise undertake construction work of similar character.

These present values and the rental values of the properties are being established by a committee consisting of a representative of the National Association of Real Estate Boards, a representative of the National Board of Fire Underwriters, and a contractor with two representatives of the local labor interests, who will obtain such local community appraisals and advice as to values as they deem necessary.

It is deemed most important that we should not subsidize tenants, and it is equally important that we should not impair or endanger neighboring private property, which we would do if we charged too low rentals, and, on the other hand, we must be careful not to be subject to a proper charge of "profiteering." The complaints already received as to rentals which we are charging show a disposition to try to force us to charge less than fair rental values, and in order to maintain reasonable charges, nothing will help us more than impartial appraisals which have the support of the best public opinion in the locality. If rents are too low the salable value of the properties will be reduced.

There is the further question of the actual management of the projects so long as they are owned by the Government. The Real Estate Division recommends that in most instances the houses be managed by local real estate agents.

This division believes, however, that all properties owned by the bureau should be sold as soon as practicable, and while each project must necessarily be liquidated upon its own merits, in general, the property should be sold while it is new, before fixed charges and overhead for administration tend to absorb the greater part of the capital investment. In most cases early sale will remove from the minds of real estate owners the danger of Government competition, and be desirable as the means of stimulating local developments to meet the housing needs of various localities.

It would seem entirely feasible to dispose of the holdings upon such terms of partial payments and interest as shall encourage people of modest means to

acquire houses and have sites in the community where opportunity may permit them to settle. As a general thing, it is desirable to sell these houses to individual owners, who will occupy them themselves, rather than to dispose of them in a wholesale way to some middleman who will sell at a profit.

NEED OF A FEDERAL REAL ESTATE BUREAU.

Out of a full experience the Real Estate and Commandeering Division would urge, without qualification, the immediate creation by Congress of a Federal real estate bureau, centralizing the Federal real estate activities, and making for a sensible administration of the enormous holdings of the Government. If public funds are to be conserved, competition between governmental departments must not only be discouraged, but prevented. Some system of community appraisals should be adopted by the Government departments, even if such a bureau is not established.

REAL ESTATE POLICY SINCE THE ARMISTICE.

Since the signing of the armistice the policies and working methods of this division have not changed, but its functions have changed, as above shown, in that it has been busy in trying to return to the original owners such properties as the liquidation committees recommended. It has considered it as important to pay only reasonable damages, as it was in the first place to pay only fair prices for the properties. Particular care has had to be exercised in the return of requisitioned property, for the requisition proceedings wiped out all encumbrances and liens, changing them from claims in rem to claims in personam against the United States of America for damages, so that the titles have to be examined and questions passed upon with more than usual care.

When a housing development has been within the corporate limits of a municipality, it has generally been considered desirable to transfer the title to streets and highways to such municipality, dedicated as public thoroughfares and subject to the control, maintenance, and responsibility of the municipal officials. Also in several cities where projects have been developed the division has been trying to sell sites to the cities for schools where the project has created the need. In one city a large tract of land was offered to the city for a school site in exchange for other land.

The commandeering of the use of vacant houses was stopped at the time of the signing of the armistice, and since then no additional properties have been acquired, either by contract or requisition, except where it has been found necessary or advisable to protect or to improve the value of the other properties already acquired.

Some interesting situations have been disclosed in the settlements which have been made since the armistice. In one case land, the use of which we had

taken, was increased in value to the owner by our removing undesirable tenants. In a city in Massachusetts the Housing Corporation agreed to pay the cost of sewers and water pipes (\$6,127.88) and the city agreed to repay \$2,000 in case the lots of the project were sold within seven years, or a proportion of \$2,000 to the lots then sold.

PERSONNEL OF THE REAL ESTATE DIVISION.

Mr. William M. Garland, of Los Angeles, Calif., president of the National Association of Real Estate Boards, offered the cooperation of that association to Mr. Eidlitz in January, 1918.

Subsequently, about March 10, 1918, Mr. J. C. Nichols, of Kansas City, Kans., and Mr. Tom Ingersoll, of Minneapolis, Minn., representing the National Association of Real Estate Boards, came to Washington for a conference with Mr. Eidlitz, and two or three days later another conference was held attended by Thomas Shallcross, jr., of Philadelphia, Pa.; Henry P. Haas, of Pittsburgh, Pa.; A. S. Taylor, of Cleveland, Ohio; J. L. Weaver, of Washington, D. C.; C. W. Fairfax, of Washington, D. C.; J. C. Nichols, of Kansas City, Kans.; and Tom Ingersoll, of Minneapolis, Minn.

Mr. Eidlitz requested these gentlemen, as representatives of the National Association of Real Estate Boards, to recommend an experienced man to serve as manager of the Real Estate Division of the Bureau of Industrial Housing and Transportation. They suggested the name of Mr. William E. Shannon, of Washington, D. C., and he was at once appointed.

Immediately upon assuming the duties of manager, Mr. Shannon sought the cooperation of the National Association of Real Estate Boards, and at his request Mr. William M. Garland came to Washington about the middle of March, 1918, and accepted the position of assistant manager of the Real Estate Division, serving actively in such capacity until about July 15, 1918, and in an advisory way until February, 1919. About the same time, also, Mr. S. S. Thorpe was made an assistant manager, and Mr. Tom Ingersoll was appointed as secretary of the division of appraisal committees. Mr. Ingersoll's work of compiling appraisal committees from all boards and field men and board presidents was finished about May 15, 1918, and he left the division at that time. During the month of April, 1918, Mr. Irving E. Macomber, of Toledo, Ohio, and in May, Mr. L. W. Monteverde, of Pittsburgh, Pa., came and were likewise appointed assistant managers of the division. About the same time Mr. Ira Kellner, of New York City, was transferred from the Legal Division to the Real Estate Division to act in the capacity of counsel, and, with the appointment of Mrs. Florence F. Bohac at this time as secretary to the manager, the foregoing persons constituted the

personnel of the Real Estate Division of the Bureau of Industrial Housing and Transportation.

About the latter part of July, 1918, Messrs. G. G. E. Street, of Boston, Mass.; E. J. Murphy, of Springfield, Mass.; C. A. Clunet, of Washington, D. C.; E. S. Judd, of Chicago, Ill.; William M. Garland, of Los Angeles, Calif.; Fenton M. Parke, of Buffalo, N. Y.; O. W. Clarke, of Baltimore, Md.; I. E. Macomber, of Toledo, Ohio; and L. W. Monteverde, of Pittsburgh, Pa., were appointed and assigned as negotiators at various projects, although Messrs. Garland, Macomber, and Monteverde still retained their positions as assistant managers, performing the service of negotiators in addition to their duties as assistant managers.

During August, 1918, the following composed the force of investigators and negotiators: Messrs. Thomas Shallcross, jr., of Philadelphia, Pa.; F. E. Taylor, of Portland, Oreg.; Paul T. Collins, of Norfolk, Va.; L. Ward Prince, of New York City; W. W. Stewart, of Washington, D. C.; W. O. Blanton, of Richmond, Va.; R. R. Blair, of Toledo, Ohio; W. H. Moore, of Toledo, Ohio; Ira Kellner, of New York City; T. O. Andrews, of Erie, Pa.; David P. Black, of Pittsburgh, Pa.; Thomas Bones, of Washington, D. C.; George N. Brown, of Watertown, N. Y.; D. W. Carmichael, of Sacramento, Calif.; E. F. Cary, of Providence, R. I.; Ross W. Cheek, of Columbus, Ohio; Henry M. Clark, of Springfield, Mass.; E. T. Collins, of Toledo, Ohio; M. A. Devine, of Atlantic City, N. J.; D. A. Duryea, of Everett, Wash.; Warren Edwards, of Orleans, Mass.; R. C. Erskine, of Seattle, Wash.; William Fisher, of Pensacola, Fla.; J. F. Freeman, of Providence, R. I.; Randall H. Hagner, of Washington, D. C.; Alvin H. Hancock, of Bridgeport, Conn.; Roy S. Hayward, of Bremerton, Wash.; I. B. Hiett, of Toledo, Ohio; H. G. Hodgdon, of Bath, Me.; E. A. Loveley, of Detroit, Mich.; Morton J. Luchs, of Washington, D. C.; L. R. Manning, of Tacoma, Wash.; Justin L. Moore, of Lowell, Mass.; Louis A. Moses, of Cleveland, Ohio; Theodore E. Nichols, of Philadelphia, Pa.; F. E. Read, of Oakland, Calif.; John Sloan, of New Haven, Conn.; W. H. Walker, of Washington, D. C.; Meyer Eiseman, of New Orleans, La.; Clarence F. Dodge, of Washington, D. C.; A. S. Taylor, of Cleveland, Ohio; Thomas Bradley, of Washington, D. C.; R. H. Wilkinson, jr., of Warren, Ohio; George W. Person, of Memphis, Tenn.; Oscar W. Collier, of Baltimore, Md.; H. B. Kissell, of Springfield, Ohio; Judson Bradway, of Detroit, Mich.; W. H. Dyer, of Cincinnati, Ohio; J. L. Weaver, of Washington, D. C.; S. S. Thorpe, of Minneapolis, Minn.; E. E. Rogers, of Milwaukee, Wis.; E. Orris Hart, of Chicago, Ill.; William M. Garland, of Los Angeles, Calif.; E. S. Judd, of Chicago, Ill.; C. A. Clunet, of Washington, D. C.; L. W. Monteverde, of Pittsburgh, Pa.; O. W. Clark, of Baltimore, Md.; Fenton M. Parke, of Buffalo, N. Y.; D. W. Kauffman, of Atlanta, Ga.; I. E. Macomber, of Toledo, Ohio;

Chauncey B. Griffen, of New York City; Charles P. Glover, of Atlanta, Ga.; and the legal force of the division was composed of Messrs. Ira Kellner, of New York City; Bernard W. McElroy, of Providence, R. I.; and Arch D. Monteath, of Asheville, N. C.

Between the months of July and October, 1918, the work of the corporation gradually increased to such great proportions that to the division were added Mr. Barney J. Treacy, Lexington, Ky., as assistant manager; Mr. John J. Goldy, Philadelphia, Pa., as legal adviser; Mr. A. L. Boulware, Richmond, Va., assistant counsel; Mr. J. J. Owens, Providence, R. I., who acted in the dual capacity of requisition officer and detail clerk; and Mr. M. C. Dorsey, Washington, D. C., detail clerk. When the armistice was signed, Mr. J. W. Turner, of New Castle, Ky., assigned from the Legal Division, and Mr. W. M. Kalling, of Baltimore, Md., attorneys, were also assisting in the work of this division. About October 15 Mr. Boulware resigned as counsel and entered the Army. Mr. Kalling was engaged in special work and served about three weeks. Mr. Turner left the division during December, having served approximately three months.

On December 10, 1918, Mr. Ira Kellner, counsel of the division, died of flu-pneumonia, following an illness of about 10 days. It is impossible in a report of this scope to give adequate expression of Mr. Kellner's worth and fidelity to the task assigned to him. His must be considered one of the heroic sacrifices of the war, for his weakened condition was a result of the strenuous demands made upon his energy just before the signing of the armistice and left him helpless to combat the disease. The results he accomplished were most extraordinary, and his loss was a great blow to the division.

Mr. L. W. Monteverde resigned and left the corporation about January 1, 1919. On March 1, 1919, Mr. William E. Shannon, manager, resigned from the corporation and was succeeded by Mr. Barney J. Treacy. On the same date Mr. Irving E. Macomber resigned as assistant manager and was appointed vice president of the corporation.

Since March 1, 1919, Miss Alvina Jacobsen and Mr. J. J. Owens have been transferred to other divisions, and the personnel as constituted on June 30 was as follows: Mr. Barney J. Treacy, manager; Mr. Arch D. Monteath, counsel; Mr. B. W. McElroy, assistant counsel; Mr. John J. Goldy, legal advisor; and Mr. M. C. Dorsey, detail clerk, in addition to whom were a secretary and two stenographers.

WILLIAM E. SHANNON,

Manager, April 1, 1918, to February 28, 1919.

BARNEY J. TREACY,

Manager, February 28, 1919, to June 30, 1919.

HENRY R. BRIGHAM,

Manager, July 1, 1919, to date.

FORMS USED BY REAL ESTATE DIVISION.

INSTRUCTIONS TO NEGOTIATORS.

Instructions: Project No. _____.

From: _____

To: _____

Assignment: Acquisition of lots and parcels of property in and adjacent to _____

GENERAL.

As a duly appointed negotiator of this corporation you will proceed without delay to _____ and in the exercise of your best judgment acquire, within the established limitations of cost, the several lots and parcels of property set out in the memorandum to negotiator for _____ project.

DOCUMENTS ATTACHED.

Documents and more detailed instructions are attached for your use, as follows:

License to enter upon real property.

Appointment of negotiator, dated _____

Memorandum to negotiator authorizing the acquisition of specific parcels of property.

Option (form).

Contract (form).

Final draft of instructions to negotiators.

Procedure in case of requisition (outline and form).

Copy of "An act authorizing the President to provide housing for war needs."

Caution to negotiators.—While under your certificate of appointment you are clothed with the fullest authority, the president of the corporation desires each negotiator to be reminded that the Department of Labor expects him to exercise his arbitrary power as little as possible and to secure results by negotiation rather than by compulsion. It is highly important that all properties purchased be reasonable so that this corporation can readily defend their acquisition.

Keeping in touch with the office.—Please wire us from time to time as important lots and parcels are acquired by you, to the end that our records may be kept up to date and the progress of your work recorded. Telephone only under urgent necessity and always confirm by letter. Telegraph freely.

Reports.—From time to time you will make such reports to this division as may be of interest to the corporation, and, to insure prompt delivery, we are handing you herewith a package of franked envelopes for your use.

Headquarters.—You will make your headquarters at the office of the local attorneys and make use of such facilities as may there be available.

Attorneys.—The attorney with whom you are to cooperate, if necessary, under the memorandum of instructions to negotiators, _____

Project engineer.—The project engineer with whom you are to cooperate, if necessary, under the memorandum of instruction to negotiators, _____

Architect.—The architect with whom you are to cooperate, if necessary, under the memorandum of instructions to negotiators, _____

Certificate of title.—At your first opportunity you will explain to the leading abstract and title company in _____ the nature of the title work required by this corporation in the _____ district, and obtain from them a statement

of their charges for such work, or at least some reasonable basis upon which their charges can be figured.

The policy of the corporation is not to take title insurance. A statement of title will be required, certifying that the title under consideration has been examined and found to be free from material defects and clear of all liens and encumbrances.

Maps and prints.—As expeditiously as possible you will procure and return to this division maps, based upon accurate survey, if possible, of the several parcels of property acquired or in process of acquisition. Where blue prints can be obtained from existing tracings, six prints of each map should be returned to this division.

Speed in acquisition.—Please push the purchase of the several properties so urgently required for the use of this corporation in and adjacent to the city of _____ as energetically as possible, and where it becomes apparent that certain properties can not be acquired without material delay, arrange for requisition immediately in accordance with instructions.

Commandeering.—In the event that certain lots or parcels of property must be acquired by commandeering, follow the general instructions set out in "Procedure in case of requisition," making the following return to the corporation:

Name of owners of property.....

Accurate legal description of the property.....

Names of tenants in possession of property.....

Names of persons holding mortgages or other liens against the property.....

Names of persons having legal or equitable rights in the property.....

Name of person—preferably some one in the office of the local attorneys—to be named as "requisition officer" by the Secretary of Labor.....

Compensation for negotiators.—The compensation fixed for negotiators is \$50 per diem and expenses; \$6 per diem being recognized in lieu of hotel and living expenses when away from headquarters. Please keep an accurate record of all expenditures and return vouchers where practicable, for all items.

Confidence and good wishes.—This division desires to express the confidence reposed in you by the United States Housing Corporation and to extend its best wishes for the successful termination of the work you are about to undertake.

WILLIAM E. SHANNON,

Manager Real Estate Division.

By _____,

Assistant Manager.

FORMS FOR REQUISITION OF REAL PROPERTY.

UNITED STATES OF AMERICA, DEPARTMENT OF LABOR, BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION, WASHINGTON, D. C.

Requisition of the property by the United States of America.

Know all men by these presents that—

Whereas an Executive order was made by the President of the United States on the 18th day of June, 1918, as follows:

"By virtue of the authority vested in me by the first section of the act of Congress entitled 'An act authorizing the President to coordinate or consolidate executive bureaus, agencies, and offices, and for other purposes, in the interest of economy and the more efficient concentration of the Government,' approved May 20, 1918,

and by the other acts of Congress hereinafter mentioned, I hereby direct that the Secretary of Labor shall have and exercise all power and authority vested in me by the act of Congress entitled 'An act to authorize the President to provide housing for war needs,' approved May 16, 1918, and by the act of Congress entitled 'An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes,' approved June 4, 1918, in so far as the same related to 'housing for war needs;' " and

Whereas it is necessary for the proper conduct of the existing war that the land hereinafter described be acquired by the United States of America in order to carry out the purposes set forth in the provisions of an act approved May 16, 1918, entitled "An act to authorize the President to provide housing for war needs," and the amendments thereto:

Now, therefore, the President of the United States of America, acting by and through the Secretary of Labor, who was directed to act in the premises by the foregoing Executive order:

(1) Does hereby for and on behalf of the United States of America, in the exercise of the power and discretion vested in him by said acts of Congress, requisition and take possession of the fee to and all the right, title, and interest of any character whatsoever, legal or equitable, vested in or belonging to any person in and to all that lot, tract, piece, or parcel of land hereinafter described, together with all buildings and improvements thereon, and all rights, roads, ways, waters, privileges, easements, and appurtenances thereto belonging, or in any wise appertaining, said property being situated in the of County of State of and being described as follows:

.....
.....

Said requisition to take effect at the hour of of the day of 1918.

(2) And does hereby appoint as a duly qualified requisition officer of the United States of America, and as such he is authorized to enter upon and take actual possession, for and on behalf of the United States of America, to the property hereinabove described, and to do such act or acts upon said property as may be necessary and appropriate to evidence the title of the United States of America thereto, and further to give notice of this taking by giving personal notice to such person or persons as he may find who have or claim to have any right, title, or interest in or to said property, or if this is not done to give notice in the manner prescribed by the law of the State in which said land is situated for the service of summons by publication.

Notice is hereby given that all occupants of said property hereby requisitioned and taken shall vacate same within 10 days from the date at which this requisition becomes effective.

Notice is hereby further given that the President, acting by and through the Secretary of Labor, is authorized by law to determine and make just compensation for the property above requisitioned and taken to the person or persons entitled to receive the same; that any person deeming himself so entitled may present his claim, with evidence of his interest in the property and the value thereof, through the Bureau of Industrial Housing and Transportation, of the Department of Labor, in the city of Washington, D. C., and that all claims presented shall be in writing and duly verified under oath.

In witness whereof, the Secretary of Labor, acting for the President, has hereunto set his hand and seal at Washington, this day of 1918.

..... [SEAL.]

Date

Certificate of requisition officer taking possession of property at

STATE OF County ss:

This is to certify that on the day of 1918, I, a duly authorized representative of the United States of America, did enter upon and then and there for and on behalf of the United States take actual possession of all these lots, pieces, or parcels of land, with all buildings and improvements situated thereon requisitioned and to which title was taken for and on behalf of the United States, as of noon of that date, by notice or order of requisition containing a more particular description of the premises, a copy of which is hereto attached, together with all rights, rights of way, easements, benefits and/or privileges, appurtenances, and/or hereditaments appertaining to or enjoyed by the said land or to which it may be subject, in the name and as the act of the Secretary of Labor of the United States, pursuant to the power and authority vested in the President of the United States by the act of Congress approved May 16, 1918, and by the act of Congress approved June 4, 1918, and which by virtue of the Executive order of June 18, 1918, the Secretary of Labor is directed to have and exercise; that I did then and there securely affix, post, and attach to and upon said premises a true copy in, to, or upon the said premises; and further that I did then and there publicly announce and declare that the Secretary of Labor had at noon on that date requisitioned and taken immediate possession of the said premises for and on behalf of the United States pursuant to the authority conferred upon him by law as aforesaid; and that I did then and there take actual possession of the same for and on behalf of the United States pursuant to the authority conferred upon me by the Secretary of Labor by my appointment as requisition officer to act as his representative for the acts and purposes aforesaid.

I do further certify that contained in the aforesaid copy of the notice or order of requisition there was a copy of a notice reading as follows:

"Notice is hereby further given that the President, acting by and through the Secretary of Labor, is authorized by law to determine and make just compensation for the property above requisitioned and taken to the person or persons entitled to receive the same; that any person deeming himself so entitled may present his claim, with evidence of his interest in the property and the value thereof, through the Bureau of Industrial Housing and Transportation of the Department of Labor, in the city of Washington, D. C., and that all claims presented shall be in writing and duly verified under oath."

In witness whereof the Secretary of Labor, acting for the President, has hereunto set his hand and seal at Washington this day of 1918.

.....
Secretary of Labor.

In witness whereof I have hereunto signed and executed this certificate in duplicate this day of 1918.

.....
Requisition Officer.

Certificate of witness.

I, residing at being over 21 years, do hereby certify that I am well acquainted with who executed the foregoing certificate; that I was present when the said did enter upon the lands described in the copy of the notice or order of requisition attached to the annexed certificate; that I have read the annexed certificate of that the allegations therein contained are true to the best of my

In witness thereof I have signed and executed this certificate in duplicate this day of....., 1918.

..... 1918.

Form H. Project _____.

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Order fixing compensation for property requisitioned by the United States.

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress, entitled "An act to authorize the President to provide housing for war needs," approved May 1, 1918, having determined that the land hereinafter described was and is necessary for the purposes stated in said act, and having, on the day of, 1918, issued the order of requisition, hereto attached, under and by virtue of which, the United States, for said purpose, at noon on the day of, 1918, requisitioned and entered into possession of, and title to, all that certain plot, piece, or parcel of land, with the buildings and improvements thereon, described as follows:

together with all rights, rights of way, easements, benefits, and/or privileges, appurtenances, and/or hereditaments appertaining to or enjoyed by it, or to which it may be subject, and all and every estate, right, title, and interest therein, whether in whole or in part, whether vested or contingent, whether in fee simple or for a lessor estate, whether in possession or by way of reversion or remainder, whether conditional or absolute, whether at law or in equity, to the end and intent that the United States of America shall be seized and possessed of an estate in fee simple in said land, free and clear of all incumbrances, restrictions, limitations, and/or servitudes therein; and due notice of such requisition and taking having been given.

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by said act, hereby determines that the sum of dollars constitutes and is just compensation for all of the estate, right, title, and interest in and to said land and the buildings and improvements thereon, if any so requisitioned and taken by the United States, and orders that such amount be paid out of such moneys as have been for that purpose appropriated by the Congress to such person or persons as may be entitled to receive the same as his or their interest or interests may appear, upon the execution and delivery to the United States and others of a release of all claim or claims for compensation for said land and damages arising out of such requisition and taking; and in case such person or persons, or any or either of them, shall refuse to accept such amount in full satisfaction of all such claims, 75 per cent of such amount shall be paid to such person or persons without prejudice to his or their right to recover just compensation as in said act provided.

Dated

Secretary of Labor.

Form J. Project —

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR.

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Notice of fixing of compensation.

The United States having, at noon on the day of, 1918, requisitioned and taken, for the purpose of providing housing for war needs, the land situated in

You are hereby notified that the President, acting by and through the Secretary of Labor, has determined that just compensation for all the estate, right, title, and interest in and to said land acquired by the United States free and clear of all easements, liens, and encumbrances under and by virtue of such requisition is dollars; and has directed that such amount be paid to such person or persons as may be entitled to receive the same, as his or their interest or interests may appear, upon the execution and delivery to the United States and others of a release of all claim or claims for compensation for said land, and damages arising out of such requisition and taking; and in case such person or persons, or any or either of them, shall refuse to accept such amount in full satisfaction of all such claims, 75 per cent of such amount shall be paid to such person or persons, without prejudice to his or their rights to recover just compensation as provided in the act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918.

All persons having or claiming to have any estate, right, title, or interest in or to said land, or in or to the use, occupancy, or possession thereof, or lien or encumbrance thereon, or who claim in any way to be damaged by reason of such requisition and taking by the United States, are hereby notified to file with the Bureau of Industrial Housing and Transportation, Department of Labor, at 613 G Street NW., Washington, D. C., within 15 days from the date of the mailing of this notice, any claim which they may have by reason of such taking.

All claims for compensation or damages must be in writing, and subscribed and sworn to by the claimant before an officer authorized to administer oaths. Such claims must set forth in full the nature and extent of the estate, right, title, or interest claimed by the claimant and others in the land requisitioned and/or to the use thereof, the nature and amount of any lien or encumbrance thereon, or damage sustained by the claimant by reason of such requisition. The claim must also state whether the claimant is satisfied with the amount of compensation fixed as above mentioned.

All claims must be accompanied by satisfactory proof of the title, estate, or interest claimed. Full instructions for the preparation of claims are inclosed herewith, and local counsel for the bureau, to wit,

will, upon application, assist claimants in the preparation of claims without expense to the claimant. All claims and proofs should be delivered to such local counsel for transmission to this office.

*Manager of Real Estate and Commandeering Division,
of the Bureau of Industrial Housing and Transportation,
Department of Labor.*

(FORM F.)

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

*Directions for preparation of claims for compensation for lands
requisitioned by the United States.*

All claimants of whose claims this office has been informed have been sent a copy of the accompanying "notice to claimants for compensation for title or interest in land requisitioned by the United States."

The local counsel for the United States Housing Corporation will, upon application by a claimant for compensation for land requisitioned by the United States for housing purposes give such applicant such information, advice, and assistance as he may require in the preparation of his claim, without charge to the claimant.

All claims for compensation must be in writing, signed by the claimant and sworn to before an officer qualified to administer oaths. In case the claimant is a corporation, its claim may be verified by an officer thereof familiar with the facts. The following facts must be stated in the claim:

(1) The name, age, and address of the claimant, and whether such claimant is sui juris, and where a corporation, the State of its incorporation and the location of its principal place of business.

(2) The capacity in which the claimant claims compensation—whether in his own right, or as trustee, guardian, executor, administrator, or receiver; and, if not in his own right, the name or names of the party beneficially interested. Where the claimant claims as trustee or representative, the claim must be accompanied by the original or a certified copy of the order or instrument of appointment.

(3) A description of the land for which the claimant claims compensation.

(4) The nature or quality of the estate, right, title, interest, easement, lien, or incumbrance claimed to have been owned or held by the claimant, in, to, or upon the land requisitioned, or in or to the use thereof, at the time the requisition took effect. Where the claim is based upon an instrument which does not appear of record, it must be supported by the original or a certified copy of such instrument or instruments. The claim must show whether the claimant is the sole owner of the estate claimed to have been held by him or whether he was the owner in common of an undivided interest, or a joint owner, and if he does not claim to have been the sole owner, the claim must set forth the extent of his interest.

(5) The names and addresses of any person or persons other than the claimant who, to the knowledge or information of the claimant, had or claims to have had at the time the requisition took effect any estate, right, title, interest, easement, lien, or incumbrance in, to, or upon said land or in, to, or upon the use thereof, together with a full description of such estate, right, title, interest, easement, lien, or incumbrance, and a statement by the claimant that he has no knowledge or information of any such claim by any person other than those described. If the claimant claims as the owner of the fee, the claims intended to be described under this requirement would include among others the claim of a joint owner, or another owner or owners in common, tenants or estate for life, for years, from year to year, or month to month and at will, whether by devise, grant, or lease, the claims of mortgagees, grantees under deeds of trust and of all holders of liens and judgments, parties to contracts for sale, holders of options, and all persons for whose benefit restrictions have been imposed upon the use of land, such as restrictions requiring land to be used for residence purposes only, requiring buildings to conform to certain building lines, providing minimum cost of buildings, etc., or holders of easements, whether by devise, grant, or prescription, and all

persons claiming said land or any part thereof or any estate, right, title, or interest therein by adverse possession. In case the claim is by any person other than the person who claims compensation for the fee, the claims of the owner or owners of the fee, whether in possession remainder or reversion, will be described under this requirement.

(6) Whether at the time the requisition became effective, any person whose claim has not already been described was in possession, or was enjoying the use or occupancy of any portion of the premises and, if so, under what right such person enjoyed such possession, use, or occupation.

(7) That the facts stated in the claim are intended to be representations to the United States, its officers, and agents, made for the purpose of securing compensation for the interest claimed by the claimant in the land requisitioned by the United States; and are made with the intention, on the part of the claimant, that they may be relied upon by the United States, its officers, and agents, in determining who is entitled to compensation for such land.

(8) Whether the claimant is satisfied with the amount fixed by the President, acting by and through the Secretary of Labor, as full compensation for all the estate, right, title, and interest in and to the land requisitioned by the United States free and clear of all easements, liens, and incumbrances.

(FORM N.)

Project ——— No. ———

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Release and acknowledgment of compensation.

This indenture, made this day of, 19.., between of county of State of party of the first part, and the United States of America, party of the second part.

Whereas on the day of, 1918, the said party of the first part was the owner of in the lands situated; and

Whereas on the day of, 1918, the President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, having determined that the land hereinafter described is necessary for the purpose of providing housing for persons employed in industries essential to the national defense, issued an order of requisition, under and by virtue of which the United States, for said purposes, at noon on the day of, 1918, requisitioned and entered into possession of and to all estate, right, title, and interest in and to said lands, free and clear of all easements, liens, and encumbrances; and

Whereas the President of the United States, acting through the Secretary of Labor, has determined that dollars constitutes and is just compensation for all the estate, right, title, and interest in and to said lands or property so requisitioned and taken by the United States of America:

Now, therefore, for and in consideration of the sum of dollars, in hand paid by the party of the second part to the party of the first part, the receipt of which is hereby acknowledged, the party of the first part has remised, released, sold, conveyed, and quitclaimed, and by these

presents does remise, release, sell, convey, and quitclaim to the party of the second part, and its assigns forever, all of the right, title, interest, claim, easement, lien, encumbrance, and demand which the said party of the first part now has, or ever has had or claimed to have in, and to the lots, pieces, and parcels of land hereinbefore described, to have and to hold the same, together with the improvements thereon and all and singular the appurtenances and privileges thereunder belonging, or in anywise appertaining thereto, and all of the estate, right, title, interest and claim whatsoever, of said party of the first part, either in law or in equity to the only proper use, benefit, and behalf of the said party of the second part and its assigns forever. And the said party of the first part has remise, released, and forever discharged and by these presents does remise, release, and forever discharge the United States of America, the United States Housing Corporation, and its successors and officers, agents, and servants of and from all claim for compensation and all other manner of action or actions, cause or causes of action, claims, and demands whatsoever, in law or in equity, which the said party of the first part ever had, now has, or which he, his heirs, successors, or assigns hereafter can, shall, or may have, for, upon, or by reason of the requisitioning and taking of the said lands for and on behalf of the United States and for the use and possession of said lands by the United States and/or by any of said parties and any trespass thereon or damage thereto by the United States and any of said parties.

In witness whereof the said party of the first part has hereunto set his hand and seal the day and year first above written.

..... [SEAL.]
 [SEAL.]
 [SEAL.]

(Acknowledgment as required by local law.)

Project No. ——. Form Q.

UNITED STATES OF AMERICA, DEPARTMENT OF LABOR, BUREAU
OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Receipt of 75 per cent of award.

The receipt is hereby acknowledged of the sum of.....
dollars from the United States Housing Corporation, on behalf of the United States of America, in payment of 75 per cent of the amount awarded by the President, acting by and through the Secretary of Labor, as compensation for the interest of the undersigned as.....
the land situated.....

requisitioned by the United States under order dated the.....
 day of....., 1918, for housing for war needs. Said sum is accepted by me without prejudice to my right to sue the United States for such sum, if any, as in addition to said.....
dollars will constitute just compensation as provided in an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918.

Date.....

..... [SEAL.]
 In presence of—

Form K. Project No. —.

UNITED STATES OF AMERICA, DEPARTMENT OF LABOR, BUREAU
OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Notice of fixing of compensation use.

The United States having, at noon on the.....day of
, 1918, requisitioned and taken, for the pur-

pose of providing housing for war needs, the use of the land herein-after described:

Notice is hereby given that, by order of the President, acting by and through the Secretary of Labor, such use will terminate at noon on the.....day of....., 1919.

You are hereby notified that the President, acting by and through the Secretary of Labor, has determined that just compensation for all the estate, right, title, and interest in and to the use of said land acquired by the United States free and clear of all easements, liens, and encumbrances, under and by virtue of such requisition, is.....dollars, and has directed that such amount be paid to such person or persons as may be entitled to receive the same, as his or their interest or interests may appear upon the execution and delivery to the United States and others of a release of all claim or claims for compensation for the use of said land, and damages arising out of such requisition and taking; and in case such person or persons, or any or either of them, shall refuse to accept such amount in full satisfaction of all such claims, 75 per cent of such amount shall be paid to such person or persons, without prejudice to his or their rights to recover just compensation as provided in the act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918.

The land above referred to is situated.....

All persons having or claiming to have any estate, right, title, or interest in or to said land, or in or to the use, occupancy, or possession thereof, or lien or encumbrance thereon, or who claim in any way to be damaged by reason of such requisition and taking by the United States, are hereby notified to file with the Bureau of Industrial Housing and Transportation, Department of Labor, at 613 G Street NW., Washington, D. C., within 15 days from the date of the mailing of this notice, any claim which they may have by reason of such taking.

All claims for compensation or damages must be in writing and subscribed and sworn to by the claimant, before an officer authorized to administer oaths. Such claims must set forth in full the nature and extent of the estate, right, title, or interest claimed by the claimant and others in the land requisitioned and/or to the use thereof, the nature and amount of any lien or encumbrance thereon, or damage sustained by the claimant by reason of such requisition. The claim must also state whether the claimant is satisfied with the amount of compensation fixed as above mentioned.

All claims must be accompanied by satisfactory proof of the title, estate, or interest claimed. Full instructions for the preparation of claims are inclosed herewith, and local counsel for the bureau, to wit,

..... will, upon application, assist claimants in the preparation of claims without expense to the claimant. All claims and proofs should be delivered to such local counsel for transmission to this office.

.....
Manager of Real Estate and Commandeering Division
of the Bureau of Industrial Housing and Transportation,
Department of Labor.

Form O. Project —.

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Release and acknowledgment of compensation use.

This indenture made this day of
 19—, between of
, county of, State of

....., party of the first part, and the United States of America, party of the second part.

Whereas on the day of, 1918, the said party of the first part was the owner of

.....; and

Whereas on the day of, 1918, the President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, having determined that the use of the land hereinafter described was necessary for the purposes stated in said act, issued an order of requisition, under and by virtue of which the United States, for said purposes, at noon on the day of, 1918, requisitioned and entered into possession of and to all estate, right, title, and interest in and to the use of said lands; and

Whereas the use of said land by the United States was terminated on the day of, 1919; and

Whereas the President of the United States, acting through the Secretary of Labor, has determined that dollars constitutes and is just compensation for all the estate, right, title, and interest in and to the use of said lands so requisitioned and taken by the United States of America:

Now, therefore, for and in consideration of the sum of dollars, in hand paid by the party of the second part to the party of the first part, the receipt of which is hereby acknowledged, the said party of the first part has remised, released, and forever discharged, and by these presents does remise, release, and forever discharge the United States of America, the United States Housing Corporation, and its successors, and officers, agents, and servants, of and from all claim for compensation and all other manner of action or actions, cause or causes of action, claims, and demands whatsoever, in law or in equity, which the said party of the first part ever had, now has, or which it, its successors or assigns hereafter, can, shall, or may have, for, upon, or by reason of the requisitioning and taking of the use of said lands for and on behalf of the United States and for the use and/or possession of said lands by the United States and/or by any of said parties and any trespass thereon or damage by the United States and any of said parties.

In witness whereof the said party of the first part has hereunto set his hand and seal this day and year first above written.

In the presence of—

Form E. Project No. —

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR,

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Termination of use of requisitioned property.

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, having on the day of, 1918, issued an order of requisition under and by virtue of which the United States, for the purpose of providing housing for persons engaged in industries essential to the national defense and whose services are essential to war needs, and for employees of the United States whose duties require them to reside in the District of Colum-

bia, at noon on the day of, 1918, requisitioned and entered into possession of the use, occupancy, and enjoyment of the land hereinafter described, together with all buildings and improvements thereon, and all rights, privileges, and appurtenances belonging or appertaining thereto, for the period beginning at noon of the day of, 1918, and continuing until otherwise ordered by the Secretary of Labor; and the use, occupancy, and enjoyment of such property by the United States for such purpose being no longer necessary,

The President, acting by and through the Secretary of Labor, hereby orders that at noon of the day of, 1918, the use, occupancy, and enjoyment of such property by the United States and any and all rights to the use, occupancy, or enjoyment of such property by or under the United States by virtue of such requisition shall cease and terminate:

Now, therefore, the United States of America, by the President, acting by and through the Secretary of Labor, pursuant to Executive order dated the 18th day of June, 1918, in the exercise of the authority vested in the President by said act of Congress, hereby, as of noon of the day of, 1918, releases, relinquishes, and forever quitclaims to whomsoever would then be, but for such requisition by the United States, entitled to the use, occupancy, and enjoyment of said property all the right, title, and interest the United States of America acquired in said property, and to the use, occupancy, and enjoyment thereof, by said requisition.

The said property is situated in the

In witness whereof I have set my hand and seal this day of, 19...

.....,
Secretary of Labor.

Form E (1). Project No. —

UNITED STATES OF AMERICA,
DEPARTMENT OF LABOR,

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Termination of use of requisitioned property and order fixing compensation.

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, having on the day of, 1918, issued an order of requisition, under and by virtue of which the United States, for the purposes stated in said act, requisitioned and entered into possession of the use, occupancy, and enjoyment of the land hereinafter described, together with all buildings and improvements thereon, and all rights, privileges, and appurtenances belonging or appertaining thereto, for the period beginning at noon of the day of, 1918, and continuing until otherwise ordered by the Secretary of Labor; and the use, occupancy, and enjoyment of such property by the United States for such purpose being no longer necessary,

The President, acting by and through the Secretary of Labor, hereby orders that at noon of the day of, 1919, the use, occupancy, and enjoyment of such property by the United States and any and all right to the use, occupancy, or enjoyment of such property by or under the United States by virtue of such requisition shall cease and terminate:

Now, therefore, the United States of America, by the President, acting by and through the Secretary of Labor, pursuant to Executive order dated the 18th day of June, 1918, in the exercise of the authority vested in the President by said act of Congress, hereby, as of noon of the day of, 1919,

releases, relinquishes, and forever quitclaims to whomsoever would then be, but for such requisition by the United States, entitled to the use, occupancy, and enjoyment of said property all the right, title, and interest the United States of America acquired in said property, and to the use, occupancy, and enjoyment thereof by said requisition.

The said property is situated in the

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by said act, hereby determines that the sum of dollars constitutes and is just compensation for all of the estate, right, title, and interest in and to the use, occupancy, and enjoyment of said land and the buildings and improvements thereon so requisitioned and taken by the United States and for all damage done thereto incident to such occupancy, and orders that such amount be paid out of such moneys as have been for that purpose appropriated by Congress to such person or persons as may be entitled to receive the same, as his or their interest or interests may appear, upon the execution and delivery to the United States and all others of a release of all claim or claims for compensation for said land and damages arising out of such requisition and taking; and in case such person or persons, or any or either of them, shall refuse to accept such amount in full satisfaction of all such claims, 75 per cent of such amount shall be paid to such person or persons, without prejudice to his or their right to recover just compensation as in said act provided.

.....
Date Secretary of Labor.

Form E (2).

UNITED STATES OF AMERICA, DEPARTMENT OF LABOR, BUREAU
OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Termination of use of requisitioned property and order fixing compensation.

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, having heretofore issued orders of requisition under and by virtue of which the United States, for the purposes stated in said act, requisitioned and entered into possession of the use, occupancy, and enjoyment of the property hereinafter described, together with all buildings and improvements thereon, and all rights, privileges, and appurtenances belonging or appertaining thereto, the same to continue until otherwise ordered by the Secretary of Labor, and having determined that the use, occupancy, and enjoyment of such property by the United States for such purposes was no longer necessary from and after the dates hereinafter mentioned; and the use, occupancy, and possession of said property having been by agreement released and turned back to the former owners, occupants, or claimants thereof on the dates hereinafter mentioned, and a release having been obtained from said persons of all claims against the United States of America by virtue of said requisition:

Now, therefore, the President, acting by and through the Secretary of Labor, hereby ratifies and confirms each and every act in terminating, surrendering, and releasing the use, occupancy, possession, and enjoyment of said property as of the dates hereinafter stated, in all respects as if the same had been first authorized and directed by him, and he does hereby order that as of said respective dates the use, occupancy, and enjoyment of said property by the United States and any and all right to the use, occupancy, and enjoyment of such property by or under the United States by virtue of such requisition shall cease and terminate.

And the United States of America by the President, acting by and through the Secretary of Labor, pursuant to Executive order dated the 18th day of June, 1918, in the exercise of the authority vested in the President by said act of Congress, hereby, as of said respective dates, releases, relinquishes, and forever quitclaims to whomsoever would then have been, but for such requisitions by the United States, entitled to the use, occupancy, and enjoyment of said property, all the right, title, and interest the United States of America acquired in said property, and to the use, occupancy, and enjoyment thereof by said respective requisitions.

The President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by said act, hereby determines that the sums set opposite the said respective descriptions of the said parcels of land constitute and are just compensation for the use, occupancy, and enjoyment of said land and the buildings and improvements thereon by the United States of America, under and by virtue of said requisitions, and orders that such amounts be paid out of such moneys as have been, for that purpose, appropriated by the Congress, to such person or persons as may be entitled to receive the same, as his or their interests may appear, upon the execution and delivery to the United States and all others of a release of all claim or claims for compensation for such use, occupancy, and enjoyment arising out of such requisitions, and in case such person or persons, or any or either of them, shall refuse to accept such amount in full satisfaction of all such claims, 75 per cent of such amount shall be paid to such person or persons without prejudice to his or their right to recover just compensation as in said act provided.

Said property, all of which is situated in the District of Columbia, is described as follows, the use thereof being terminated on the dates hereinbelow mentioned, and the amount of compensation being as stated opposite each respective parcel, to wit:

.....
.....
.....

In witness whereof I have set my hand and seal this day of January, 1919.

.....
Secretary of Labor.

Agreement for release of use of requisitioned property.

This agreement made and entered into this day of 191..., by and between having a residence at party of the first part, and the United States of America, acting by the director of the Bureau of Industrial Housing and Transportation under authority of the President and subject to the approval of the Secretary of Labor, party of the second part,

Witnesseth:

That whereas the United States of America did, on the day of 191..., requisition the use and take possession of all that certain lot, piece, or parcel of land with the buildings and improvements thereon erected, in the city of Washington, District of Columbia, known as; and

Whereas the use of said property by the United States was terminated on the day of 191..., upon the following conditions and understanding, to wit:

That the party of the first part hereby acknowledges receipt of the sum of dollars and cents (\$.....), as rent and full compensation for the use of said property from the date it was requisitioned to the date it was returned to the possession of the party of the first part.

Now, therefore, for and in consideration of the premises and the sum of one dollar (\$1), receipt whereof is hereby acknowledged,

said party of the second part does hereby agree to release and relinquish said property from said requisition and taking over as of said date, and the party of the first part does hereby release and covenant to save forever harmless the said party of the second part, as well as those acting for or claiming under it, from any and all claims, injuries, losses, and damages of any and all kinds or nature whatsoever arising from or in any way contributed to by said requisitioning or taking over of the property in question by the party of the second part, and the said party of the first part hereby warrants that this release shall be sufficient to protect said party of the second part and those acting or claiming under it, from any and all loss or damages whatsoever arising therefrom.

Witness the following signatures and seals the day and year first above written:

THE UNITED STATES OF AMERICA,
By the BUREAU OF INDUSTRIAL
HOUSING AND TRANSPORTATION,

Director.

In presence of—

FORMS FOR PURCHASE OF PROPERTY.

Project..... JULY 1, 1918.
Option.

The undersigned,, of, for and in consideration of the sum of (\$.....) dollars, to me in hand paid by the United States of America by, its duly authorized representative or agent, acting by authority of the President of the United States and the Secretary of Labor, the receipt whereof is hereby acknowledged, do hereby give to the United States of America, or any duly authorized representative thereof, or any agency created or designated or to be created or designated by it, the sole and exclusive option or privilege of purchasing on or before noon of the day of, 19.., for the sum of (\$.....) dollars, all that certain lot, piece, or parcel of land, with the buildings and improvements thereon erected, situate, lying, and being in the county of, city of, State of, as shown and designated on the map and title..... made by, dated, and filed in the office of the, bounded and described as follows:

Upon the exercise of said option, the undersigned will convey above premises in fee simple, free of all encumbrances and liens and in accordance with the provisions of the standard form of contract of sale, a copy of which is hereunto annexed and made a part hereof, with the same force and effect as if all the provisions thereof were herein embodied and set forth, which standard form of contract the undersigned agree to sign, if and in the event that the United States of America shall exercise its option. The option may be exercised by the United States Government by mailing, to the address hereinafter noted, a notice of the intention so to do to the owner of the above premises at any time prior to the expiration of the within period of option. In case the privilege of purchase hereby given is exercised the sum paid herein shall be applied in reduction of the purchase price thereof. This instrument is binding on the heirs, executors, administrators, and assigns of the undersigned.

The United States of America, by its duly authorized representative or agent is hereby licensed at any time during the period of this option to enter property of such premises for any and all reasonable purposes in determining the desirability of such premises for its purposes.

Witness hand and seal, this day of, 19

..... [L. s.]

Address

Witnesses:

.....
.....

(Acknowledgment.)

NOTE.—Use form of acknowledgment required in the State where property is located. Have certificate of authentication to certificate of officer taking acknowledgment attached hereto. Although it is not necessary to record this option, it is well to have it acknowledged and if it should be desired to record same it can be done at any time.

Tract No. --- Sites --- Contract No. --- Project ---

[SELLER.]

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

UNITED STATES HOUSING CORPORATION,
613 G STREET NW.—P. O. Box 1903,
WASHINGTON, D. C.

Contract for real property.

This agreement made and entered into this day of, 19.., by and between.....

..... of the city of, county of, State of, having office or place of business or residence at, party of the first part (hereinafter designated as the seller), and The United States Housing Corporation, a corporation organized under the laws of the State of New York (hereinafter designated as the purchaser), acting by authority of the President of the United States and Secretary of Labor, party of the second part,

Witnesseth as follows:

1. The seller agrees to sell and convey, and the purchaser agrees to purchase all that certain real estate in the city of, county of, State of, bounded and described as follows:

.....
.....

Together with all buildings and improvements thereon and all rights, roads, ways, waters, privileges, appurtenances, and advantages thereto belonging or in any wise appertaining, including all right, title, and interest of the seller of, in and to any land lying in the bed of any street, road, or avenue, opened or proposed, adjacent to said property; and all right, title, and interest of the seller in and to any award made or to be made in lieu thereof, and in any award for damage to said premises by reason of change of grade of any street; and this instrument shall constitute an assignment of all of the seller's rights, title, and interest in such award, or damages, to the purchaser in fee simple.

2. The conveyance shall be made subject to the following easements, servitudes, rights of way, and/or restrictions, and no others:

.....
.....

3. The purchase price is dollars (\$.....), payable as follows: One (\$1) dollar and other good and valuable considerations on the signing of this contract, the receipt whereof is hereby acknowledged, and dollars (\$.....) on the delivery of the deed as hereinafter provided.

4. The deed shall be delivered upon the receipt of said payment at the office of at o'clock in the noon on the day of, 19...

5. The deed shall be in proper form to convey to the purchaser a good marketable and/or merchantable title in fee simple of the said property, free of marital and homestead rights and all other encumbrances except as herein stated, shall contain the usual full covenants and warranties and shall be executed and acknowledged by the seller (including necessary war-revenue stamps), at the seller's expense, in due form to be admitted to record.

6. If at the time for the delivery of the deed the property or any part thereof shall be or shall have been affected by an assessment, or assessments, or any unpaid installment thereof, which constitute liens, which are or may become payable in installments, of which the first installment is then due or has been paid, then for the purpose of this contract all the unpaid assessments, or installments of any such assessments, including those which are to become due and payable after the delivery of the deed, shall be paid and discharged by the seller thereof upon the delivery of the deed.

7. The rents, taxes, gas, electric, and/or water rents, insurance premiums, interest on mortgages, if any, shall be apportioned as of the date of the delivery of the deed, and, if there be a water, gas, and/or electric meter on the premises, the seller shall furnish a reading to a date not more than 30 days prior to the time herein set for closing the sale, and the unfixed meter charge or charges for the intervening time shall be apportioned on the basis of such last reading.

8. All personal property appurtenant to or used in the operation of said premises is represented to be owned by the seller, and is included in this sale.

9. All notes or notices of violation of law or municipal ordinances, orders, or requirements noted in, or issued by, any municipal, State, or Federal department, against or affecting the premises at the date of closing of this sale shall be complied with by the seller, and the premises shall be conveyed free and clear of same. The seller shall when requested furnish the purchaser with written authority to make searches therefor.

10. All sums paid by the purchaser on account of this contract are hereby made liens on the property embraced herein.

11. The risk of loss or damage to said premises by fire or otherwise until the delivery of the deed is assumed by the seller.

12. It is understood and agreed that wherever the word "purchaser" is used herein the same shall be construed to include the director of the Bureau of Industrial Housing and Transportation in his official capacity, or his duly appointed representative or successor in office, or any agency which may be designated or created to carry out the provisions of the "housing act," and this contract may be formally assigned to such agency.

13. The seller hereby licenses the purchaser to enter upon and occupy said premises for any and all purposes and to the extent contemplated in the purchase of same at any time between the date hereof and the closing of sale. In case of entry and in the event that this agreement is not performed by the purchaser, the purchaser shall compensate the seller for any and all damages occurring to said premises on account of such entry, except where the purchaser is unable to perform on account of any default on the part of the seller. The purchaser may enter upon the property and remove any and all improvements placed thereon by said purchaser.

14. The stipulations aforesaid are to apply to and bind the heirs, executors, administrators, successors, and/or assigns of the respective parties, but in no event shall this agreement or any part thereof bind the purchaser unless the same has been approved within 60 days from the date hereof by the president of the purchaser corporation.

Witness the signatures and seals of the parties hereto the day and year first above written.

Attest:

..... [SEAL]
..... [SEAL]
..... [SEAL]
..... [SEAL]

UNITED STATES HOUSING CORPORATION,

By [SEAL]
Official Negotiator.

[Contract for real property at dated between and The United States Housing Corporation.]

Executive approval.

To President. Project
From Manager, Real Estate Division.
Negotiator

Date
Subject: Contracts—Real property.

The following contracts are herewith approved, except Nos.

Ratified at a meeting of the board of directors held
.....

President.

Contract No.	Closing date.	Contract date.	Seller.	Highest appraisal.	Accepted appraisal.	Asking price.	Contract price.	Total
.....

Executive approval.

To Otto M. Eidlitz, President. Project
From William E. Shannon, Manager Real Estate Division.
Negotiator

Date
Subject: Cancellation of contracts and awards for damages—Real property.

The following cancellations and awards are herewith approved:

Ratified at a meeting of the board of directors held on the day of, 19...

President.

Secretary.

Contract No.	Contract date.	Seller.	Contract price.	Estimated damage.	Owner's claim.	Amount awarded.
.....

Executive approval.

To: Otto M. Eidlitz, President. Project

From William E. Shannon, Real Estate Division.

Date.....

Subject: Leases—Real property.

The following contracts are herewith approved. Ratified at a meeting of the board of directors held on the day of, 19..

....., President.

....., Secretary.

No.	Date.	Beginning of term.	Lessor.	Term.	Appraisal.	Rent.
.....

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

UNITED STATES HOUSING CORPORATION,
613 G STREET NW., P. O. Box 1903,
WASHINGTON, D. C.

Project..... Date..... 19.....

Settlement record.

Premises.....

City....., county of....., State of.....

hereinafter particularly described. Purchase price, \$.....

..... UNITED STATES HOUSING CORPORATION.

(Seller.) (Purchaser.)

Deductions from purchase price.		Additions to purchase price.	
Mortgage.....	\$.....	Paid and unearned land taxes.....	\$.....
Mortgage.....	.....	Paid and unearned water taxes.....	.....
Interest on mortgage.....	.....	Paid and unearned fire insurance.....	.....
Interest on mortgage.....	.....	Recording of papers.....	.....
Unpaid land taxes.....	.....	.....	.....
Unpaid water taxes.....	.....	.....	.....
.....
.....
.....
Total deductions from purchase price.....	.....	Total additions to purchase price.....	.....

Purchase price as per contract.....

Total additions to purchase price.....

Total.....

Total deductions from purchase price.....

Net balance to be paid to seller.....

I certify that the above account is correct and that payment therefor has not been received this..... day 19.....

Date..... (Date.) (Seller.)

Approved..... Local attorney.

Approved..... Real Estate Division,

United States Housing Corporation.

Approved..... President,

United States Housing Corporation.

NOTE.—To be executed in duplicate and returned to William E. Shannon, manager, Real Estate Division, United States Housing Corporation, P. O. box 1903, Washington, D. C.

CERTIFICATE OF TITLE.

I, the undersigned attorney, a of the (Firm or corporation.)

....., and being the duly authorized and designated attorney at law for and on behalf of the United States Housing

Corporation in all matters pertaining to the acquisition by said corporation of the property hereinafter fully set forth and described, do hereby certify, both individually and on behalf of said..... as follows: (1) That I have made a due, (Firm or corporation.) diligent, and careful examination of the title to said property; (2) that I have examined all facts, abstracts of title, records, documents, and other instruments relating or in any way pertaining to same; (3) that I find said title to be a good, merchantable, and/or marketable title in fee simple, free and clear of all existing liens, encumbrances, easements, covenants, restrictions, reservations, and/or suits at law or in equity, except such as are set forth in "Schedule of encumbrances," which forms a part hereof; (4) that said title is now vested in the persons set out below as owners, in the manner and proportions there shown; (5) and that compensation for said property should be made to such owners, in such amounts as are set opposite their names, as follows:

Owners.

Name.	Interest.	Amount.
.....

DESCRIPTION OF PROPERTY.

The property embraced in this certificate is bounded and described as follows:

City of, county of, State of.....

Section....., block, lot.....

SCHEDULE OF ENCUMBRANCES.

The property above described is subject to the following liens and/or encumbrances and no others:

This certificate is issued to

Given under my hand this day of 19.....

....., Local Attorney.

Address

Witnesses:

Tract Contract

Sites..... Project

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION,

UNITED STATES HOUSING CORPORATION,
613 G STREET NW., P. O. Box 1903,
WASHINGTON, D. C.

Final certification of title.

Project..... Date....., 1918.

Premises....., City of

County of, State of

Owner.....

City of..... County of..... State of.....

(1) I, the undersigned attorney do hereby certify that I have examined the title to the property embraced in the deed duly admitted to record as shown by the receipt on the reverse hereof and find same to be a good, merchantable, and/or marketable title in fee simple, free and clear of all liens, encumbrances, easements,

covenants, restrictions, reservations, and/or suits at law or in equity, except such as are set out in paragraph (4) of this certificate.

(2) I do further certify that the following liens and/or encumbrances shown on the original settlement record have been removed, to wit:

(3) I do further certify that the following liens and/or encumbrances if any placed on said property since the issuance of the settlement record have been removed, to wit:

(4) I do further certify that the fee-simple title to said property is now vested in....., free of all liens and/or encumbrances except the following liens and/or encumbrances which have been authorized by the chief counsel of this corporation to remain on the premises, to wit:

Given under my hand this, the.....day of.....191...

Local Attorney.

(This receipt should be signed by the clerk, recorder, or registrar of deeds.)

Receipt for admission of deed to record.

County of.....City of.....State of.....
\$......Date.....

Received of.....the sum of.....dollars for admission to record of deed from.....to.....conveying (briefly identify property conveyed):

Clerk—Recorder of Deeds.

N. B.—Any liens or encumbrances shown on the original "settlement record" or placed on record against the property subsequent to the issuance thereof by the local attorney and prior to the final closing of the sale, must be noted in the spaces provided on the reverse of this sheet.

Make this final certificate of title clear, full, and accurate in every respect.

Form C. Project ———

Quitclaim deed.

This indenture made this.....day of.....191..., between the United States of America, by the President, acting through the Secretary of Labor, pursuant to Executive order dated the 18th day of June, 1918, party of the first part, and.....party of the second part,

Witnesseth:

Whereas on the.....day of....., 1918, the President of the United States, acting by and through the Secretary of Labor, under and pursuant to the authority vested in him by an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, having determined that the land hereinafter described was necessary for the purposes stated in said act, issued an order of requisition, under and by virtue of which the United States, for said

purposes, at noon on the.....day of....., 1918, requisitioned and entered into possession of and to all right, title, and interest in and to the lands situated in—

Whereas the amount of just compensation for said land has not been determined, and no payment for said land has been made by the United States or in its behalf; and

Whereas circumstances have since arisen which make said land unnecessary for the public use for which the same was requisitioned as aforesaid:

Now, therefore, for and in consideration of the execution and delivery by the party of the second part of a full release, discharge, satisfaction, and accord of all claims and demands against the party of the first part, and others, bearing even date and delivered simultaneously herewith, the party of the first part has remised, released, sold, conveyed, and quitclaimed, and by these presents does remise, release, sell, convey, and quitclaim, unto the said party of the second part,.....and assigns forever, all the right, title, interest, claim, and demand which said party of the first part acquired by said requisition from the party of the second part in and to the said land.

To have and to hold the same, together with all and singular the appurtenances and privileges thereunto belonging, or in anywise thereunto appertaining; and all the estate, right, title, interest, and claim whatsoever of said party of the first part acquired by said requisition from said second party, either in law or equity, to the only proper use, benefit, and behoof of the said party of the second part, its successors, and assigns forever.

In testimony whereof the United States of America, by the President, acting through the Secretary of Labor, hath caused these presents to be signed by the Secretary of Labor the day and year first above written.

Secretary of Labor.

Form R. Project ———

UNITED STATES HOUSING CORPORATION.

Settlement of claim for use of property taken by agreement.

This agreement, made this.....day of.....19—, by and between the United States Housing Corporation, party of the first part, and.....party of the second part,

Witnesseth:

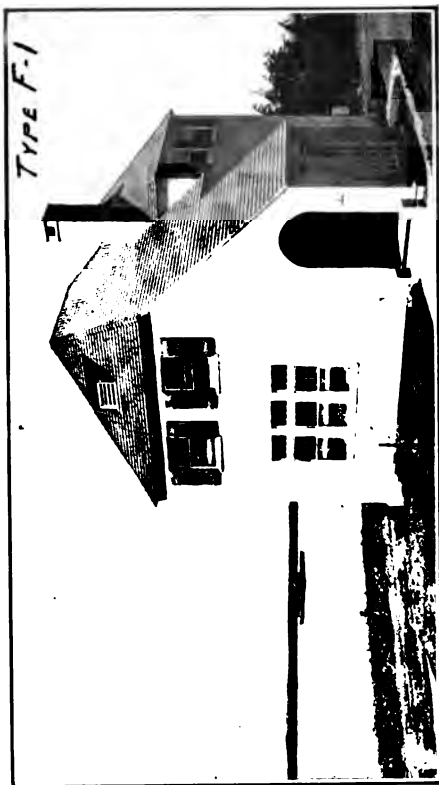
Whereas the party of the second part by agreement permitted the United States Housing Corporation to use and occupy the following described property:

.....; and
Whereas the United States Housing Corporation, on the.....day of....., gave up the use of same and returned said property to the party of the second part, and desires to compensate for its use:

Now, therefore, in consideration of the payment by the party of the first part to the party of the second part the sum of.....dollars (\$.....), receipt of which is hereby acknowledged, the party of the second part releases and discharges the party of the first part from all claims of whatsoever kind or character for, or because of, the use and occupation of said property and for any damage done thereto.

Witness my hand this.....day of.....1919.

Witnesses:



MARE ISLAND NAVY YARD (VALLEJO), CALIF.
Types F-1, F-2, and F-3, Four-room Detached Houses.
(See Vol. II, p. 221.)

B-1-B



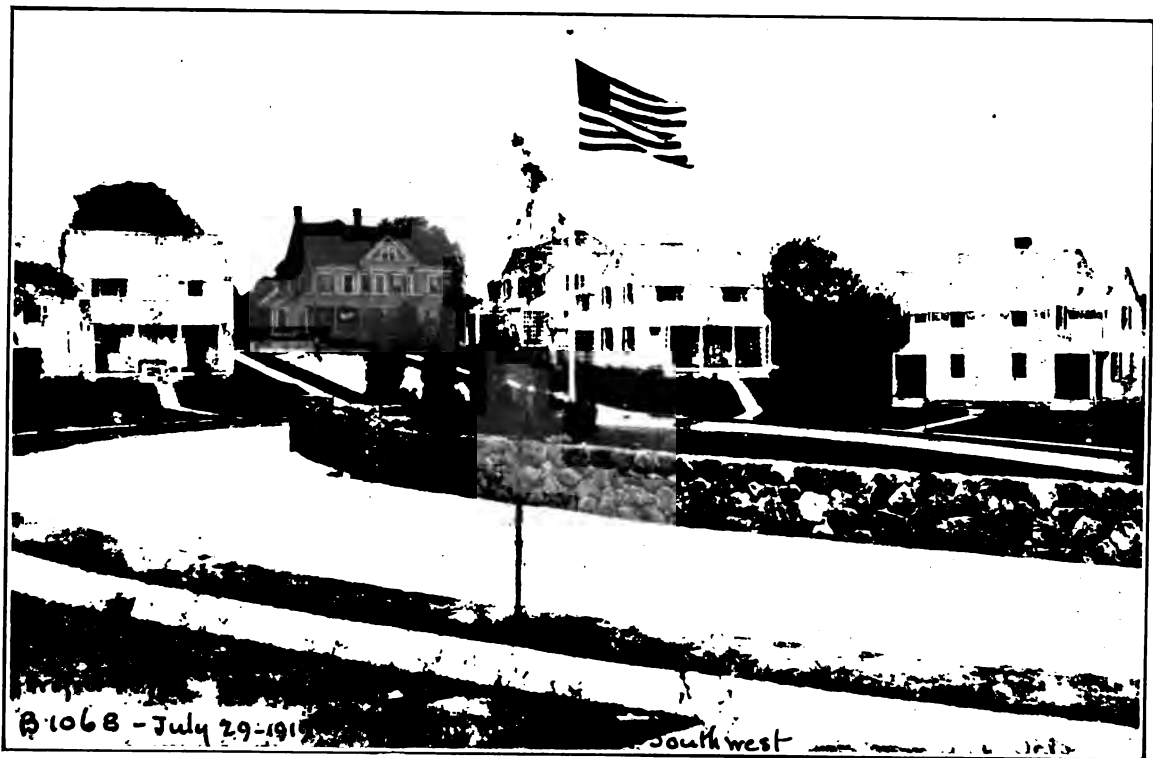
B-4

old house

B-2-B

B-4

B-1-A



NEW LONDON, CONN.

Types B-1-A and B-1-B, Semidetached Five-room Houses.

Type B-2-B, Semidetached Six-room Houses.

Type B-4, Semidetached Five and Six Room Houses.

(See Vol. II, pp. 244, 245.)

Form D (1). Project No. ———

Know all men by these presents that for and in consideration of the execution and delivery of the quitclaim deed to the property therein described, a copy of which quitclaim deed is hereto attached and made a part hereof, and the execution and delivery of the original which is hereby acknowledged, has remised, released, and forever discharged, and by these presents does remise, release, and forever discharge the United States of America, the United States Housing Corporation, and its successors, their officers, agents, and servants of and from all and all manner of action or actions, cause or causes of action, claims and demands whatsoever, in law or in equity, which, the said ever had, now has, or which successors or assigns or any one holding under said party hereafter can, shall, or may have for, upon, or by reason of the requisitioning heretofore of the said lands in described in said deed for and on behalf of the United States, or any attempt heretofore made by the said parties to so requisition the same or the use and/or possession of said lands by the United States and/or any of said parties, and any trespass thereon or damage thereto by the United States or any of said parties.

In witness whereof has subscribed this instrument this day of 191—.

In the presence of—

Form D (2). Project No. ———

Know all men by these presents that for and in consideration of the sum of dollars, in hand paid by the United States Housing Corporation, the receipt of which is hereby acknowledged and the execution and delivery of the quitclaim deed to the property therein described, a copy of which quitclaim deed is hereto attached and made a part hereof, and the execution and delivery of the original which is hereby acknowledged has remised, released, and forever discharged, and by these presents does remise, release, and forever discharge the United States of America, the United States Housing Corporation, and its successors, their officers, agents, and servants of and from all and all manner of action or actions, cause or causes of action, claims and demands whatsoever, in law or in equity, which, the said ever had, now has or which successors or assigns or anyone holding under said party hereafter can, shall, or may have for, upon, or by reason of the requisitioning heretofore of the said lands in described in said deed for and on behalf of the United States, or any attempt heretofore made by the said parties to so requisition the same or the use and/or possession of said lands by the United States and/or any of said parties, and any trespass thereon or damage thereto by the United States or any of said parties.

In witness whereof has subscribed this instrument this day of 191...

In the presence of—

TABLE OF PROPERTIES REQUISITIONED.

Real estate taken in fee.

Project.	Location and owner.	Lots.	Appraisals.			Area.		Disposition.	Damages
			Highest.	Lowest.	Cost (award).	Square feet.	Acres.		
BREMERTON, WASH.									
1	Deitz Building Co.	1	\$2,000.00		\$1,750.00	3,000		Retained.	
2	Bremerton Gas Co.	1	2,178.00				2.0000	Returned.	\$15.00
3	Malachi Buckley	1	290.00				.2800	do.	8.00
4	Samuel C. Hall	1	1,875.00				1.0000	do.	
5	D. A. Wentworth.	1	4,700.00				5.6000	do.	
6	H. Maynard Cox.	1	1,500.00		1,500.00	15,000		Retained.	
7	Elize and Fred Janke.	1	1,000.00		1,000.00	6,180		do.	
8	Charles and Ida Kimball	2	500.00		500.00	6,000		do.	
9	William Proctor ¹	1	900.00		900.00	6,900		do.	
Total		10	14,941.00		5,650.00	37,170	8.8900		23.00
BRIDGEPORT, CONN.									
1	Bridgeport Trust Co.	37	12,212.34	\$12,212.34	13,599.98	87,450		Retained.	
2	Joseph Rusky	2	728.28	728.28	1,200.00	5,000		do.	
3	E. R. and A. K. Volderauer	2	764.08	764.08	1,200.00	5,000		do.	
4	Rosie Royak	7	2,699.21	2,699.21	3,450.00	17,500		do.	
5	A. M. Volderauer.	3	1,035.35	1,035.35	1,324.00	7,500		do.	
6	G. P. Antnaffy.	13	514.15	514.15	642.50	3,750		do.	
7	Annapras Cimehus.	13	507.02	507.02	642.50	3,750		do.	
8	Joseph Jacob.	2	671.28	671.28	800.00	5,000		do.	
9	Casper Harmonot.	2	664.13	664.13	800.00	5,000		do.	
10	Frank Bratz.	2	656.98	656.98	750.00	5,000		do.	
11	Anton Hall.	2	935.47	935.47	1,200.00	5,750		do.	
12	Joseph H. Dieringer	3	1,335.36	1,335.36	1,500.00	8,625		do.	
13	Bertha B. Bonyman.	2	885.48	885.48	1,000.00	5,750		do.	
14	Bertha Gessen.	2	871.20	871.20	1,000.00	5,750		do.	
15	Anna Keenan.	2	856.92	856.92	1,000.00	5,750		do.	
16	Helen C. Maguire.	1	421.29	421.29	500.00	2,875		do.	
17	John Burnweit et al.	3	1,031.18	1,031.18	1,275.00	7,500		do.	
18	Herman Jackle.	3	1,006.92	1,006.92	1,200.00	7,500		do.	
19	Jacob and Philippina Balsch.	2	656.98	656.98	775.00	5,000		do.	
20	Louis and E. C. Atwood.	3	978.32	978.32	1,125.00	7,500		do.	
21	Mike Pericksky	24	794.11	794.11	875.00	6,250		do.	
22	John Zotyck.	24	733.23	733.23	875.00	6,250		do.	
23	Julia Polakevvyck.	4	806.74	806.74	1,175.00	9,075		do.	
24	Bridgeport Housing Co.	16	6,115.77	6,115.77	5,400.01	43,850		do.	
25	Joseph Salamon.	2	750.00	750.00	1,100.00	5,800		do.	
26	A. W. Burritt.	2	749.80	749.80	1,200.00	5,000		do.	
27	Arville E. Knowles.	2	914.04	914.04	1,200.00	7,400		do.	
28	W. J. and M. W. Avery.	2	878.34	878.34	1,200.00	6,137		do.	
29	Elsie M. Wolfe.	2	892.62	892.62	1,200.00	6,212		do.	
30	Alex Demomkos.	2	878.31	878.31	1,150.00	5,000		do.	
31	David T. Demomkos.	3	1,192.39	1,192.39	1,550.00	7,500		do.	
32	Joseph A. Taylor.	1	31,700.00	25,503.00	30,000.00		1.9000	do.	
33	R. H. Judson.	1	15,350.00	11,000.00	11,000.00		2.1300	do.	
34	Nora B. Edwards.	1			2,750.00	5,750		do.	
35	Wilfred LeBourdais.	1			3,000.00	7,130		do.	
36	Andrew Colonese et al.	1			1,200.00	6,158		do.	
37	Arthur and Della Pratt.	1			1,200.00	7,444		do.	
38	Hannah Hayden ²	1			1,250.00	6,351		do.	
Total		130			102,308.99	348,122	4.0300		
ELIZABETH AND KENILWORTH, N. J.									
1	Kenilworth Realty Co.	4	10,020.00	9,450.00	9,370.00	189,500		Retained.	
MARE ISLAND, CALIF.									
1	Vallejo Brick & Tile Co. (P. A. Drew, successor)	1	3,675.75		3,675.75		24.5060	Retained.	
MILTON, PA.									
1	Matilda Yagel	1	7,500.00	6,000.00			5.0000	Returned.	150.00
NEWPORT NEWS, VA.									
1	Warwickshire Corporation.	2	59,733.50	36,845.00			114.4000	Returned.	
NIAGARA FALLS, N. Y.									
1	Joseph T. Roche.	1	450.00	240.00	405.00	2,964		Retained.	
2	Francis Thompson.	1	480.00	240.00	405.00	2,964		do.	
3	Tracy Smith.	(pt.) 1	450.00	240.00	390.00	900		do.	
4	Joseph Jenczewski.	2	950.00	480.00	835.00	6,000		do.	
5	Julia M. Thayer.	11	6,545.00	4,970.00	5,874.34	29,331		do.	
Total		16	9,300.00	5,170.00	7,909.34	42,159			
NILES, OHIO.									
1	Fred D. Stein ³	1					10.0000	Retained.	
NORFOLK, VA. (CRADOCK).									
1	William G. Maupin, jr., et al.	1	137,250.00	51,900.00	55,077.30		183.5910	Retained.	
2	John T. Griffin.	1	31,200.00	7,822.95	10,430.60		52.1530	do.	
Total		2	168,450.00	62,722.95	65,507.90		235.6440		

¹ The Cox, Janke, Kimball, and Proctor properties were requisitioned only to correct certain disputed boundaries.² The Edwards, LeBourdais, Colomese, Pratt, and Hayden properties were requisitioned only to remove certain building restrictions, which would impair the market value of same in the event of sale being decided upon.³ Total acres, 12.02.⁴ Total acres, 4.3500.⁵ Contract of sale at \$780 per acre and \$3,000 additional for improvements was duly executed by owner and later repudiated by him, necessitating requisition proceedings.

Properties requisitioned—Real estate taken in fee—Continued.

Project.	Location and owner.	Lots.	Appraisals.			Area.		Disposition.	Damages.
			Highest.	Lowest.	Cost (award).	Square feet.	Acres.		
NORFOLK, VA. (GLENWOOD).									
1	Glenwood Park Corporation et al.....	304	\$113,580.00	\$80,350.00	\$80,350.00	76.8900	{ Retained. do. do.		
2	Glenwood Annex Corporation et al.....	522	214,015.00	98,110.00	98,110.00				
3	Terminal Heights Corporation et al. 1.....	133	29,350.00	13,870.00	13,870.00				
Total.....		1,029		192,330.00	192,330.00	76.8900			
Less lots now twined in—									
	Glenwood Park.....	4	3,395.00						
	Glenwood annex.....	5							
	Terminal Heights.....	17							
Total.....		26							
Total.....		1,003	356,975.00	188,935.00	188,935.00				
NORFOLK, VA. (NEWTON'S WHARF).									
1	O. L. Williams et al.....	1	138,000.00	125,000.00	132,495.00	21,000	Retained.		
PHILADELPHIA, PA. (CHESTER-EDDYSTONE).									
1	E. T. Lelper et al., trustees.....	1	75,000.00	45,000.00		15.3150	Returned		
PHILADELPHIA, PA. (NAVY YARD).									
1	Anna L. Simon, wife of B. C.....	1	138,000.00	116,440.85	138,000.00	10.3045	Retained.		
2	Anna L. Simon and David H.....	2	70,153.60	65,831.20	65,831.20	5.9372	do.		
3	Maria Chew.....	1	1,021.25	898.70	898.70	.0817	do.		
4	Schuylkill River R. R. Co.....	1				.5620	do.		
5	James Vaux 2.....	1				.0634	do.		
Total.....		6			204,729.90	16.9388			
QUINCY, MASS.									
1	Francis J. Fahy.....	1			6,300.00	88.092	Retained.		
ROCK ISLAND, ILL. (DAVENPORT).									
1	George Turner estate.....	1	6,292.50	5,034.00	5,285.70	2.5170	Retained.		
2	N. E. Cross.....	1	5,000.00	3,600.00	2,800.00	2.0000	do.		
3	Joseph Gardner et al 4.....	1				18.6750	do.		
ROCK ISLAND, ILL. (EAST MOLINE).									
1	Charles E. Radden.....	1			37,000.00	19.1080	Retained.		
Total.....		4			45,085.70	23.6250			
SEVEN PINES, VA.									
1	John and Pearl Bragg.....	1	400.00	320.00	400.00	2.0000	Retained.		
SOUTH BEND, IND.									
1	Joseph D. Oliver, Jr., trustee.....	{ 19 1 tract.	12,700.00 40,000.00	6,300.00 27,675.00		100,066.6 26.8100	{ Returned	\$25.00	
Total.....						(6)			
WARREN, OHIO.									
1	D. L. Gould 6.....	3			1,750.00	15.806	Retained.		
WASHINGTON, D. C. (NAVY YARD).									
1	William S. Bellows.....	2	5,499.00	4,010.00	5,400.00	2,276			
2	Sue K. Harrison.....	7	9,783.86	4,497.00	6,117.00	37,480			
3	Eugene A. Smith.....	4	1,299.20	883.00	906.00	4,480			
4	Appleton P. Clark, Jr.....	3	5,922.24	3,059.00	3,732.00	24,080			
5	Leonard A. Hamilton.....	1	651.00	433.00	950.00	2,328			
6	James L. Dickerson.....	2	3,143.00	1,635.00	2,264.00	112,513			
7	Valentine McNally.....	3	5,242.00	2,357.00	3,764.00	15,708			
8	Lucy L. L. Booth.....	1	1,653.00	946.00	1,418.00	4,724			
9	Wm. C. Steirlin.....	3	5,915.00	3,119.00	4,714.00	18,426			
10	Robert Craig et al.....	4	6,766.00	2,998.00	4,711.00	19,660			
11	Elmer T. Hunt.....	1	1,527.00	662.00	917.00	5,098			
12	Felix P. Siebert.....	1	750.00	540.00	540.00	3,000			
13	Jessie P. Morris Hynes.....	1	356.50	233.00	257.00	1,550			
14	Daniel Bailey.....	1	443.75	267.00	267.00	1,775			
15	Herbert W. T. Jenner.....	2	2,343.42	1,306.00	1,753.00	10,246			
16	Henry Kapneck.....	2	935.00	400.00	717.00	4,121			
17	Louise Varnell.....	6	8,357.13	4,736.00	6,279.00	31,406			
18	Mary J. Williamson.....	2	2,882.24	1,361.00	1,702.00	11,344			
19	Robert Duvall et al.....	1	6,373.00	2,549.00	2,549.00	28,324			
20	Thrift Building Co.....	5	12,883.09	5,798.00	6,064.00	55,738			
21	James A. McCormick.....	2	4,753.20	1,782.00	1,782.00	23,766			

¹ These three tracts were requisitioned together. Signing of the armistice made the project unnecessary. All owners have been requested to submit proof of claim that just compensation may be made or to apply for reconveyance of property if such be desired. The appraisal of \$356,975 on 1,005 lots was made on land in bulk, while \$188,935 on 1,003 lots represents total on the 1,003 lots taken, considered separately.

² The Schuylkill River R. R. Co. property is a narrow strip along the edge of property acquired and necessary for the completion of project, being a right of way in the railroad company. The Vaux property is a triangular piece lying in the bed of two streets and is already included in property acquired and was requisitioned only to establish title in the United States. James Vaux, the record title holder, is unknown. There is no known claimant to the property.

³ Total acres, 2.02.

⁴ The Gardner et al property in Davenport was requisitioned to include a variance in the record boundaries and the actual measurements made. The property has been acquired by contract and the cost of land in question will be nominal.

⁵ Total acres, 29.107.

⁶ The award for these lots was based upon the prices paid for other lots in same tract acquired by contract.

REPORT UNITED STATES HOUSING CORPORATION.

Properties requisitioned—Real estate taken in fee—Continued.

Project.	Location and owner.	Lots.	Appraisals.			Area.		Disposition.	Damages.
			Highest.	Lowest.	Cost (award).	Square feet.	Acres.		
WASHINGTON, D. C. (NAVY YARD)—continued.									
22	Horace W. Eaton.....	2	\$4,753.20	\$1,782.00	\$1,782.00	23,766			
23	George Y. Worthington et al.....	8	9,219.00	4,595.00	4,594.50	39,820			
24	Fred S. Smith.....	4	7,120.00	3,609.00	3,689.00	30,280			
25	William Syphax et al.....	2	4,276.00	1,426.00	1,782.00	23,766			
26	Ellen E. Falne.....	2	4,277.88	1,381.00	1,782.00	23,766			
27	Alonso C. Barnett.....	1	806.00	282.00	363.00	14,030			
28	American Security & Trust Co., trustees.....	9	15,539.13	7,081.00	8,194.00	67,703			
29	Francis S. Mollbenny.....	1	2,999.48	1,023.00	1,023.00	13,634			
30	Thomas Edwards, Jr.....	4	1,973.62	817.00	817.00	8,364			
31	Daniel A. Edwards.....	6	2,496.56	928.00	1,023.00	11,348			
32	Joseph F. Mulhall.....	3	971.86	398.00	398.00	4,413			
33	Warren C. Bickford, trustee.....	16	31,051.94	13,402.00	14,171.00	132,768			
34	Rose A. Clark.....	1	1,165.86	432.00	972.00	4,318			
35	Wilbur F. Nash.....	3	5,128.93	1,948.00	3,799.00	15,702			
36	Mellen C. Hocker.....	1	683.00	248.00	465.00	3,104			
37	Fannie H. Jackson.....	2	2,229.78	849.00	1,594.00	10,618			
38	Wm. P. Lyons et al.....	11	13,615.97	6,386.00	8,005.00	57,257			
39	Union Trust Co., trustees.....	2	1,558.80	385.00	571.00	4,344			
40	Ada C. William.....	1	884.64	349.00	609.00	2,328			
41	Nellie Wells et al.....	1	782.10	374.00	374.00	3,555			
42	Johanna C. Block estate.....	1	1,056.16	482.00	482.00	4,582			
43	Nellie Jansen et al.....	1	2,035.66	972.00	972.00	9,253			
44	Frank D. Orme.....	1	2,479.00	1,184.00	1,184.00	11,271			
45	Henry L. Ballentine.....	3	1,370.00	456.00	456.00	6,048			
Total.....		140	205,445.10	94,361.00	115,984.50	834,041			
WASHINGTON, D. C. (21ST AND B STS. NW.).									
1	M. Frank Ruppert.....	2	13,978.00	6,419.00	9,922.00	11,398			
2	John J. and M. Shirley.....	4	8,805.00	5,278.00	7,039.10	14,130			
3	N. H. Shea.....	18	57,471.00	34,020.00	49,622.05	73,395			
4	Arthur L. Smith.....	1	2,937.00	1,602.00	2,403.45	5,341			
5	Martha H. Berry.....	2	5,329.00	3,450.00	4,096.87	8,626			
6	Wm. W. Woods.....	1	2,531.00	1,899.00	2,025.12	4,219			
7	Nellie M. L. Jenkins.....	2	5,503.00	2,576.00	4,684.00	4,684			
8	Henry M. Conger et al.....	1	2,437.00	1,769.00	2,435.10	3,931			
9	do.....	1	3,052.00	2,462.00	3,003.71	4,923			
10	Wm. H. Oliver et al.....	2	5,459.00	3,759.00	4,573.56	9,100			
11	Emma L. Sullivan.....	2	3,220.00	1,840.00	2,760.00	4,600			
12	John R. Pfell.....	5	14,357.00	10,910.00	13,765.68	13,735			
13	Tobias W. Spicer.....	1	2,246.00	963.00	1,283.00	3,209			
14	Overton Tweedy et al.....	1	8,740.00	3,520.00	6,900.00	9,200			
15	Edith Howe et al.....	2	5,042.00	3,026.00	4,094.00	8,601			
16	John H. Nelson.....	1	5,056.00	3,217.00	4,137.00	9,193			
17	Sadie Carothers et al.....	1	2,527.00	1,608.00	2,068.00	4,596			
18	Arthur T. Brice.....	1	5,056.00	3,217.00	4,137.00	9,193			
19	Lilly C. Stone et al.....	2	4,730.00	2,801.00	3,844.00	8,148		Paid 75 per cent.	
Total.....		50	158,476.00	94,336.00	132,793.44	210,222			
WATERBURY, CONN.									
1	Edward J. Nolan.....	2	1,367.50	1,200.00	1,100.00	47,400		Retained.	
WATERTOWN, N. Y.									
1	Sarah Doyle estate.....	1	300.00	125.00	250.00	5,000		Retained.	
2	Thomas A. Grey estate.....	1	350.00	275.00	350.00	5,000		do.	
3	William Fenn ¹	1	125.00	25.00	75.00		0.0570	do.	
Total.....		3	775.00	425.00	675.00	10,000	0.0570		

¹ Requisition was decided upon in these cases to vest title in the United States without delay. The Doyle and Grey estates would necessitate probate proceedings to establish right of minor heirs at law; the Fenn property would necessitate court action to quiet title.

² Total acres, 0.2866.

"Use" requisitions.

Pro- ject.	Location.	Owner.	Term.	Rate.	Pro- ject.	Location.	Owner.	Term.	Rate.
	BETHLEHEM, PA.					ERIE, PA. ¹			
			Mos.	Per mo.				Mos.	Per mo.
1	600 North St. ¹	Dodson Realty Co.	3	\$40	1	951 West 25th St.	George D. Baldwin		
2	602 North St. ¹	do.	3	40	2	909 West 29th St.	do.		
3	608 North St. ¹	do.	3	40	3	245 East 28th St.	do.		
4	604 North St. ¹	do.	3	40	4	243 East 28th St.	do.		
5	605 North St. ¹	do.	3	40	5	241 East 28th St.	do.		
6	606 North St. ¹	do.	3	40	6	239 East 28th St.	do.		
7	607 North St. ¹	do.	3	40	7	237 East 28th St.	do.		
8	111 Elmwood Road ¹	do.	3	28	8	235 East 28th St.	do.		
9	222 Elmwood Road ¹	do.	3	27	9	249 West 26th St.	do.		
10	230 Elmwood Road ¹	do.	3	32	10	247 West 26th St.	do.		
11	232 Elmwood Road ¹	do.	3	32	11	2556 Cherry St.	do.		
12	317 Elmwood Road ¹	do.	3	32	12	440 Stafford Ave.	do.		
13	319 Elmwood Road ¹	do.	3	32	13	436 Stafford Ave.	do.		
14	326 Elmwood Road ¹	do.	3	32	14	2690 Poplar St.	do.		
15	328 Elmwood Road ¹	do.	3	32	15	2688 Poplar St.	do.		
16	702 Goepf Circle ¹	do.	3	35	16	2686 Poplar St.	do.		
17	704 Goepf Circle ¹	do.	3	35	17	958 West 28th St.	do.		
18	706 Goepf Circle ¹	do.	3	35	18	956 West 28th St.	do.		
19	708 Goepf Circle ¹	do.	3	35	19	1054 West 28th St.	do.		
20	710 Goepf Circle ¹	do.	3	35	20	1044 West 28th St.	do.		
21	712 Goepf Circle ¹	do.	3	35	21	1034 West 28th St.	do.		
22	110 Hawthorne Road ¹	do.	3	30	22	1012 West 23d St.	do.		
23	112 Hawthorne Road ¹	do.	3	30	23	1008 West 23d St.	do.		
24	133 Hawthorne Road ¹	do.	3	40	24	1004 West 23d St.	do.		
25	135 Hawthorne Road ¹	do.	3	40	25	1006 West 23d St.	do.		
26	143 Hawthorne Road ¹	do.	3	32	26	1002 West 23d St.	do.		
27	202 Hawthorne Road ¹	do.	3	28	27	Southeast corner West 25th and Cascade Sts.	do.		
28	206 Hawthorne Road ¹	do.	3	35					
29	208 Hawthorne Road ¹	do.	3	35					
30	214 Hawthorne Road ¹	do.	3	42					
31	311 Hawthorne Road ¹	do.	3	32					
32	313 Hawthorne Road ¹	do.	3	30					
33	315 Hawthorne Road ¹	do.	3	30	1	223 Granby St.	Sallie T. Castle		
34	328 Hawthorne Road ¹	do.	3	32					
35	330 Hawthorne Road ¹	do.	3	32					
36	Munsl Trail siding ²	John Stefke							
37	do. ³	T. J. Dalton							
	DERBY, CONN. (SHELTON). ⁴					NORFOLK, VA. ⁵			
1	69 north side Birch St.								
2	68 north side Birch St.								
3	50 north side Birch St.								
4	10 east side Kneen St.								
5	8 east side Kneen St.								
6	6 east side Kneen St.								
7	4 east side Kneen St.								
8	48 east side Forest Ave.								
9	46 east side Forest Ave.								
10	44 east side Forest Ave.								
11	42 east side Forest Ave.								
12	41 east side Forest Ave.								
13	13 west side Forest Ave.								
14	11 west side Forest Ave.								
15	9 west side Forest Ave.								
16	7 west side Forest Ave.								
17	5 west side Forest Ave.								
18	2 west side Forest Ave.								
19	1 west side Forest Ave.								
20	47 west side Forest Ave.								
						PHILADELPHIA, PA. (CHESTER- EDDYSTONE). ⁶			
					1	101 Chester Pike, Ridley Township	J. H. Devine		
					2	13d Ave., Lester	Marie Lieb		
					3	1715 Catherine St.	J. H. Phipps		
					4	1717 Catherine St.	do.		
					5	1719 Catherine St.	do.		
					6	1721 Catherine St.	do.		
					7	1723 Catherine St.	do.		
					8	1725 Catherine St.	do.		
					9	1410 South 54th St.	J. F. Hallinan		
					10	5850 Angora Terrace	Clifford F. Kelter		
					11	610 Merten St., Ridley Park	Resolute Building & Loan Associa- tion.		
					12	349 North 62d St.	G. C. Bergdall		
					13	5854 Belmar Terrace	Willis A. Lewis		
					14	2125 South 60th St.	S. R. Mulligan		
					15	4026 Parrish St.	G. G. Sanborne		
					16	1944 South Ithan St.	Barthomew Rees		

¹ Entire claim for use of and damages to 35 houses paid for in sum of \$9,250.² These are rights of way over lands of Stefke and Dalton taken for construction of a temporary railway which is now in operation.³ Entire claim for use of and damages to 20 houses paid for in the sum of \$1,500.⁴ These 27 houses were commandeered on Nov. 1, 1918. A contract for them was executed subject to the approval of the president of the United States Housing Corporation, following posting of commandeering papers. Signing of the armistice caused the contracts to be disapproved.⁵ Agreement for rental was made immediately following service of commandeering papers.⁶ These 16 houses were taken through 11 commandeering proceedings. All were returned without compensation through amicable agreements with owners, except house at 349 North 62d St., owned by G. C. Bergdall, which has been publicly released and for which adjustment of damage is pending.

TABLE OF PROPERTIES PURCHASED.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
ABERDEEN, MD.							
1	C. B. Osborne.....	\$11,011.50	\$6,117.50	\$8,319.50		24.470	Paid.
2	A. H. Osborne.....	7,500.00	5,000.00	7,300.00		1.200	Do.
3	J. M. Michael.....			1,500.00		1.000	Do.
4	C. L. Rigdon.....	Right of way.		1.00			Do.
5	W. O. Michael.....	do.		1.00			Do.
	Total.....	18,511.50	11,117.50	17,121.30		26.670	
ALLIANCE, OHIO.							
1	Jacob Oysterestate.....	34,000.00	10,800.00	18,000.00		36.000	Do.
2	F. E. Hartzell.....	4,635.00	3,375.00	5,000.00	57,400.00		Do.
3	Frank Malaney.....	515.00	375.00	600.00	7,000.00		Do.
4	Carl E. Held.....	515.00	375.00	1,263.00	6,300.00		Do.
5	E. and C. Held.....	515.00	375.00	650.00	6,300.00		Do.
6	John Devine.....	54,000.00	39,000.00	52,000.00	643,200.00		Do.
7	Construction Realty Co.....	3,750.00	2,400.00	3,450.00	33,360.00		Do.
8	Albert Wafler.....	625.00	400.00	475.00	5,200.00		Do.
9	J. and R. Karns.....	625.00	400.00	650.00	5,200.00		Do.
10	L. and M. Weaver.....	625.00	400.00	575.00	5,556.00		Do.
11	College Hill Land Co.....	19,200.00	8,400.00	11,760.00	286,962.00		Do.
12	L. E. Reese.....	625.00	400.00	900.00	5,400.00		Do.
13	Marg. Mathews.....	515.00	375.00	600.00	7,000.00		Do.
	Total.....	120,145.00	67,075.00	95,923.00	1,068,878.00	360.000	
ALTON, ILL.							
1	V. J. Bowman.....	3,850.00	2,100.00	3,200.00	91,000.00		Disapproved.
2	Alton Banking & Trust Co.....	11,392.00	5,696.00	10,500.00	87,500.00		Do.
3	John Searing.....	18,568.00	8,000.00	10,037.00		3.000	Do.
4	Bierbaum & Dickson.....	9,552.00	7,164.00	9,552.00		11.940	Do.
5	John Deerr.....	607.50	486.00	1,000.00		2.900	Do.
6	Grant Worden.....	21,000.00	14,000.00	18,000.00		40.000	Do.
7	Emma E. Schott.....	11,480.00	6,600.00	11,500.00		24.400	Do.
8	Alton Banking & Trust Co.....			5,740.00	338,250.00		Do.
9	W. Spate.....			800.00	22,500.00		Do.
10	E. T. Bennett.....			295.00	7,500.00		Do.
11	John Chiles.....	9,300.00	4,800.00	380.00	7,500.00		Do.
12	A. E. Kirk, executor.....			1,250.00			Do.
13	W. M. Sweltzer.....			1,250.00	259,875.00		Do.
14	John Wickenhouser.....	11,500.00	7,125.00	17,500.00		28.620	Do.
15	John Deerr.....	8,205.00	6,564.00	8,500.00		32.820	Do.
16	Bierbaum & Dickson.....	7,944.00	5,958.00	7,944.00		9.930	Do.
17	F. A. Bierbaum.....	1,000.00	500.00	700.00	7,500.00		Do.
18	John Wickenhouser.....	1,050.00	800.00	750.00		3.000	Do.
19	John B. Smith.....	7,000.00	4,146.00	8,000.00		13.820	Do.
20	C. Metzler.....	4,837.00	2,764.00	6,250.00		13.820	Do.
	Total.....	127,285.50	76,703.00	123,148.00	821,625.00	184.250	
BATH, ME.							
1	L. S. Fuller.....	1,800.00		1,800.00		.228	Paid.
2	John F. King.....	200.00		200.00		.152	Do.
3	H. C. Mathews.....	800.00		700.00		.052	Do.
4	Robert Shea.....	1,667.00		1,667.00		.112	Do.
5	J. and E. King.....	3,000.00		3,000.00		.103	Do.
6	H. and M. Hartleb.....	125.00		125.00		.066	Do.
7	C. and H. Hartleb.....	4,000.00		4,000.00		.114	Do.
8	Rebecca Farro.....	800.00		800.00		.046	Do.
9	A. B. C. Cahill.....	3,220.00		3,200.00		.104	Do.
10	Elizabeth Palmer.....	12,330.00		12,330.00		24.686	Do.
	Total.....	27,912.00		27,822.00		25.063	
BETHLEHEM, PA.							
1	Saucen Land Co.....	556,000.00		367,270.00		370.886	Paid.
2	.....do.....	(1)		1,600.00			
	Total.....	556,000.00		368,870.00		370.886	
BREMERTON, WASH. (INSIDE DEVELOPMENT).							
1	Carl Heck.....	3,800.00		3,800.00	24,123.00		Paid.
2	Mary Bert.....	2,600.00		2,500.00	12,240.00		Do.
3	A. F. Reeves.....	1,065.00		750.00	4,080.00		Do.
4	H. Clay Farran.....	1,175.00		1,175.00	4,601.00		Do.
5	Michael Cody.....	1,350.00		1,600.00	8,025.00		Do.
6	Jack Rothwell.....	950.00		1,200.00	6,825.00		Do.
7	Harry J. Nagel.....	950.00		900.00	9,805.00		Do.
8	Thomas L. Avery.....	500.00		500.00	4,810.00		Do.
9	Arthur Fellows et al.....	2,650.00		2,600.00	23,980.00		Do.
10	Michael J. Ford.....	9,995.00		10,178.00	87,584.00		Do.
11	.....do.....	800.00		800.00	12,550.00		Do.
12	Hannah W. Provost.....	672.00		650.00	5,418.00		Do.
13	John Favron.....	2,125.00		2,125.00	12,000.00		Do.
14	Frank MacKay.....	550.00		550.00	4,500.00		Do.
15	Bremerton Investment Co.....	1,000.00		1,000.00	5,600.00		Do.
16	W. F. Anderson.....	1,000.00		1,000.00	5,600.00		Do.
17	Rolo B. Fryett.....	2,100.00		1,800.00	11,610.00		Do.
18	A. Karlsson.....	1,250.00		1,250.00	12,600.00		Do.
19	Lucy L. Smith.....	50.00		50.00	11,070.00		Do.
20	Emil B. Olsen.....	800.00		825.00	4,040.00		Do.
21	William R. Bankhead.....	600.00		800.00	5,160.00		Do.
22	Bremerton Investment Co.....	1,200.00		1,200.00	8,530.00		Do.
23	John P. Ford.....	2,700.00		2,700.00	12,360.00		Do.
24	Dora and William Twipp.....	3,600.00		1,000.00	16,180.00		Do.
25	C. J. Klore.....	1,200.00		1,200.00	9,000.00		Do.
26	Eda A. Hill et al.....	1,150.00		1,150.00	9,000.00		Do.
27	Robert G. Shand.....	2,050.00		2,200.00	12,750.00		Do.
28	Truman H. Holmes.....	675.00		675.00	6,030.00		Do.

1 Lease \$200 per month.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
BREMERTON, WASH. (INSIDE DEVELOPMENT)—continued.							
29	Glen R. Fetterman	\$800.00		\$350.00	8,379.00		Paid.
30	R. H. Chaplin	700.00		875.00	16,800.00		Do.
31	Andrew Brown	800.00		700.00	5,997.00		Do.
32	Richard Oated	600.00		600.00	6,383.00		Do.
33	Edith L. Mills	1,000.00		1,000.00	6,511.00		Do.
34	Hyman Brown	1,550.00		1,500.00	8,160.00		Do.
35	Andre Loftus	700.00		675.00	3,570.00		Do.
36	Fred Dahlquist	1,050.00		950.00	6,180.00		Do.
37	Frank H. Struble	900.00		750.00	6,180.00		Do.
38	Sophia Bremer	900.00		390.00	6,180.00		Do.
39	Otto H. Herb	900.00		850.00	6,180.00		Do.
40	G. C. Jones	1,000.00		1,000.00	24,720.00		Do.
41	Nelly Regan	675.00		675.00	5,175.00		Do.
42	William F. Beal	600.00		700.00	4,600.00		Do.
43	Esker Fitzwater	900.00		950.00	6,900.00		Do.
44	Richard Siebert	2,000.00		2,000.00	17,010.00		Do.
45	Nicholas Mersch	750.00		825.00	6,390.00		Do.
46	Kate Hoffman	650.00		650.00	5,000.00		Do.
47	John Blake	500.00		500.00	5,000.00		Do.
48	Mrs. M. F. Lee	275.00		275.00	3,000.00		Do.
49	Laura E. Gowdy	450.00		475.00	4,500.00		Do.
50	Nelly Donnelly	850.00		825.00	7,500.00		Do.
51	Gwinn Investment Co	1,200.00		1,140.00	12,000.00		Do.
52	Ralph Rossman	1,550.00		1,650.00	15,000.00		Do.
53	Maynard H. Cos	1,500.00		1,500.00	15,000.00		Do.
54	B. Berlien	800.00		800.00	7,500.00		Do.
55	William Conier	1,200.00		1,200.00	12,000.00		Do.
56	Leota Barry	900.00		1,050.00	9,000.00		Do.
57	William O. Buietto	975.00		1,000.00	9,000.00		Do.
58	Louis Gassaway	250.00		275.00	3,500.00		Do.
59	Laura Gowdy	250.00		250.00	2,500.00		Do.
60	Lizzie Geisel	450.00		450.00	4,500.00		Do.
61	R. G. Counter	450.00		450.00	4,500.00		Do.
62	Roy Schall	1,850.00		2,400.00	18,000.00		Do.
63	Griffith Davies	650.00		650.00	6,600.00		Do.
64	Margaret Velton	400.00		400.00	4,400.00		Do.
65	S. J. Burger	500.00		450.00	6,600.00		Do.
66	John Thomas	625.00		625.00	6,600.00		Do.
67	Edward Jones	500.00		500.00	6,600.00		Do.
68	George Tappe	1,000.00		1,150.00	19,700.00		Do.
69	Mary Linas	500.00		500.00	6,600.00		Do.
70	Andrew Rasmussen	1,100.00		1,200.00	16,500.00		Do.
71	A. W. Rasmussen	750.00		750.00	4,800.00		Do.
72	Fred L. Eklund	1,550.00		1,500.00	8,160.00		Do.
73	May Casid	800.00		575.00	4,800.00		Do.
74	Edward Maxwell	600.00		575.00	8,000.00		Do.
75	Thomas J. Stevenson	1,137.50		1,137.50	7,000.00		Do.
76	Ernest G. Ebert	1,450.00		1,450.00	8,000.00		Do.
77	George F. Ward	1,400.00		1,400.00	8,000.00		Do.
78	Ernest Mueller	750.00		675.00	4,000.00		Do.
79	Fred S. Hathaway	750.00		750.00	4,000.00		Do.
80	F. C. MacDiarmid	750.00		750.00	4,000.00		Do.
81	R. M. Wood	750.00		750.00	4,000.00		Do.
82	Wm. Kacerosky	1,600.00		1,600.00	18,350.00		Do.
83	D. A. Wentworth	1,625.00		1,625.00	13,560.00		Do.
84	John B. Lex	1,975.00		2,400.00	12,840.00		Do.
85	Loretta Dollwick	1,480.00		1,335.00	7,760.00		Do.
86	Frank MacKay	4,000.00		3,200.00	20,000.00		Do.
87	Powell & Peters	1,575.00		1,700.00	9,000.00		Do.
88	James E. Sutton	2,100.00		2,400.00	12,000.00		Do.
89	Margaretta Sparrow	650.00		650.00	9,126.00		Do.
90	James O. Boyle	600.00		550.00	4,633.00		Do.
91	C. L. Henry	19,067.00		18,000.00	109,646.00		Do.
92	Edward Fieder	900.00		950.00	6,180.00		Do.
93	Eliza T. Janke	1,000.00		975.00	6,180.00		Do.
94	C. L. Henry	1,050.00		1,050.00	7,210.00		Do.
95	Charles Dahlen	333.33		340.00	2,060.00		Do.
96	James L. Clark	1,100.00		1,275.00	8,240.00		Do.
97	Burton W. Sawyer	1,050.00		1,050.00	6,180.00		Do.
98	David H. Paul	1,966.66		1,900.00	8,240.00		Do.
99	August Katoll	900.00		1,000.00	6,900.00		Do.
100	Wm. Proctor	900.00		1,200.00	6,900.00		Do.
101	E. B. McOrmond	900.00		1,000.00	6,180.00		Do.
102	Frederick J. Kuehn	900.00		800.00	6,180.00		Do.
103	C. P. Kimball	900.00		900.00	6,180.00		Do.
104	Fred M. Dobson	900.00		950.00	6,180.00		Do.
105	Robert T. Alexander	900.00		900.00	6,180.00		Do.
106	Thomas Buffington	400.00		400.00	4,400.00		Do.
107	Jane Williams	500.00		500.00	6,600.00		Do.
108	J. H. Warren	650.00		750.00	6,600.00		Do.
109	Albert Crites	1,125.00		1,100.00	13,200.00		Do.
110	Con Shea	666.66		666.66	8,800.00		Do.
111	Roxina Henderson	675.00		675.00	4,500.00		Do.
112	France Bunce	1,050.00		1,050.00	7,000.00		Do.
113	John Jones	1,800.00		1,900.00	13,200.00		Do.
114	George Terrell	3,650.00		3,700.00	33,410.00		Do.
115	Charles Kimball	250.00		250.00	2,500.00		Do.
116	do	250.00		250.00	2,500.00		Do.
117	David Vaughn	300.00		250.00	3,000.00		Do.
118	L. A. Gassaway	300.00		300.00	3,000.00		Do.
119	Selton Wetzel	900.00		900.00	6,000.00		Do.
120	William McDonough	900.00		900.00	9,000.00		Do.
121	Edward Reason	2,000.00		1,425.00	6,180.00		Do.
122	Geo. Warmburg	3,000.00		4,000.00	6,180.00		Do.
123	Thomas McGill	1,584.00		1,100.00	11,224.00		Do.
124	Edmund Conklin	2,350.00		2,050.00	8,000.00		Do.
125	Alma Berglund	900.00		650.00	4,590.00		Do.
Total.		166,067.15		165,712.16	1,242,395.00		

REPORT UNITED STATES HOUSING CORPORATION.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
BREMERTON, WASH. (OUTSIDE DEVELOPMENT).							
1	Alma Berglund.....	\$1,300.00		\$1,000.00	72,420.00		Disapproved.
2	Edmund Conklin.....	1,550.00		1,550.00	8,000.00		Do.
3	Belle Abbott.....	675.00		675.00	3,500.00		Do.
4	Anne Hiseock.....	4,363.00		3,125.00		5.000	Do.
5	John McIntosh.....	3,690.00		3,690.00		3.000	Do.
6	Catherine Daly.....	950.00		1,000.00		.930	Do.
7	Thomas O'Meara.....	700.00		800.00		.680	Do.
8	do.....	550.00		600.00		.600	Do.
9	Frank Leahy.....	4,812.50		4,950.00		5.500	Do.
10	Sadie Phillips.....	4,000.00		3,600.00		3.000	Do.
11	Jos. Schlageter.....	2,700.00		3,100.00		2.000	Do.
12	Edward Cox.....	925.00		1,200.00		.680	Do.
13	Julian McCurdy.....	1,925.00		1,600.00		.670	Do.
14	Sadie Phillips.....	700.00		575.00		.380	Do.
15	Thomas Griffen.....	375.00		500.00		.253	Do.
16	Samuel Hall.....	1,875.00		2,700.00		1.000	Do.
17	Frank Riedle.....	1,800.00		1,800.00		1.000	Do.
18	Kirk Smith.....	1,950.00		2,200.00		1.110	Do.
19	Bode Mason.....	2,000.00		2,400.00		.220	Do.
20	Jas. Brownhill.....	475.00		1,200.00		.220	Do.
21	Hans Wieck.....	1,825.00		2,150.00		.330	Do.
22	James Boe.....	6,880.00		8,500.00		4.000	Do.
23	Arthur Eklund.....	970.00		1,200.00		1.000	Do.
24	Eric Erickson.....	1,854.30		2,100.00		1.900	Do.
25	Mary Thompson.....	7,380.00		5,000.00		4.500	Do.
26	Warner Collman.....	1,200.00		1,500.00		.500	Do.
27	Michael Benbennick.....	2,000.00		3,600.00		2.000	Do.
28	Alfred Atchison.....	2,400.00		3,200.00		2.000	Do.
29	Sadie Phillips.....	3,100.00		2,400.00		2.000	Do.
30	Peter Asp.....	1,600.00		1,900.00		.220	Do.
31	George Benson.....	1,100.00		1,200.00		.220	Do.
32	George McKinney.....	700.00		700.00		.220	Do.
33	Mabel McTyer.....	400.00		500.00		.110	Do.
34	Lucy Chollar.....	250.00		300.00		.110	Do.
35	Julian McCurdy.....	875.00		1,000.00		.390	Do.
36	James Parker.....	3,050.00		2,800.00		.165	Do.
37	Frank Riedle.....	1,700.00		1,700.00		1.000	Do.
38	P. J. O'Brien.....	5,500.00		6,000.00		.142	Do.
39	Frank Riedle.....	2,425.00		2,425.00		1.430	Do.
40	William Scudder.....	925.00		900.00		.740	Do.
41	Catherine Daly.....	12,583.00		12,500.00		10.570	Do.
42	Richard Durhack.....	5,100.00		7,000.00		2.750	Do.
43	Thomas McKackney.....	500.00		500.00		.110	Do.
44	David Kelly.....	3,470.00		4,100.00		2.000	Do.
45	Thomas O'Mara.....	1,826.00		3,000.00		.680	Do.
46	Joseph Daly.....	6,187.00		7,000.00		8.300	Do.
47	John Glosco.....	750.00		1,200.00		.560	Do.
48	John Brasndlein.....	600.00		600.00		.330	Do.
49	Peter Wicklund.....	1,850.00		2,210.00		1.000	Do.
50	Barney Sitke.....	700.00		650.00		.450	Do.
51	Edward Johnson.....	350.00		400.00		.220	Do.
52	Frank Elmers.....	900.00		1,150.00		.220	Do.
53	James Boe.....	3,482.00		4,000.00		3.600	Do.
54	George McKinney.....	1,075.00		1,200.00		.450	Do.
55	Robert Kanthak.....	5,827.00		6,900.00		2.090	Do.
56	Anton Hitzl.....	7,440.00		8,652.00		8.000	Do.
57	Marla Hitzl.....	5,700.00		6,348.00		5.780	Do.
58	Edward Taggart.....	2,800.00		3,000.00		2.000	Do.
Total.....		144,589.80		157,750.00	83,920.00	98.330	
BRIDGEPORT, CONN.							
1	Estate H. G. Scofield.....	35,716.00	\$30,000.00	34,410.00		6.000	Paid.
2	Lakeview Cemetery.....	43,400.00	25,000.00	9,500.00		6.500	Do.
3	City of Bridgeport.....	30,000.00	24,500.00	22,320.00		11.100	Do.
4	E. J. Richardson estate.....	29,000.00	15,643.00	25,000.00		3.500	Do.
5	J. A. Bullard.....	3,200.00	2,000.00	3,000.00		.011	Do.
6	La Resista Corset Co.....	16,883.00	13,000.00	15,000.00		1.500	Do.
7	American Chain Co.....			978.00	3,100.00		Do.
8	Bridgeport Land & Trust Co.....	16,883.00	13,000.00	13,000.00		1.290	Do.
9	Edwin Langdon.....	3,200.00	2,000.00	3,000.00	5,000.00		Do.
10	Nora B. Edwards.....			2,750.00	5,500.00		
11	W. Le Bourdais.....			3,000.00	7,500.00		
12	A. Colonese.....	(1)	(1)	1,200.00	7,500.00		Requisition cases.
13	H. Hayden.....			1,250.00	6,800.00		
14	Arthur Platt.....			1,200.00	8,000.00		
15	Abrams & Seloff.....			200.00	800.00		
16	F. Erlander.....			250.00	1,300.00		Paid.
17	Crane Co.....	108,500.00	90,958.00	99,792.00		22.170	Do.
Total.....		286,782.00	216,101.00	235,850.00	45,500.00	52.071	
BUTLER, PA.							
1	Arabel Robinson.....	12,000.00	10,046.00	10,670.00	157,500.00		Paid.
2	Mary E. Balph.....	17,500.00	17,440.00	15,000.00	538,110.00		Do.
3	M. E. Balph et al.....	3,900.00	3,900.00	2,571.00			Do.
4	M. Mechling et al.....			1,929.00	78,822.00		Do.
5	Cottage Hill Land Co.....	8,125.00	8,125.00	7,500.00	116,480.00		Do.
6	T. Vogley et al.....	975.00	975.00	900.00	13,440.00		Do.
7	E. H. Osterling.....	325.00	325.00	275.00	4,480.00		Do.
8	J. D. Abiert.....	650.00	650.00	600.00	8,960.00		Do.
9	R. S. Headland.....	325.00	325.00	305.00	5,600.00		Do.
10	N. B. Hindman.....	650.00	650.00	600.00	8,400.00		Do.
11	Florence E. Turner.....	650.00	650.00	500.00	4,921.00		Do.
12	Chas. A. Hawk.....	650.00	650.00	600.00	9,600.00		Do.
Total.....		45,750.00	43,736.00	41,450.00	946,313.00		

1 Requisition proceedings necessary to clear title.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
CHESTER-EDDYSTONE, PA.							
1	Handle & Varbalow.....	\$2,700.00	\$2,100.00	\$2,500.00	6,000.00		Disapproved.
2	C. E. Omelia.....	580.00	500.00	650.00	2,850.00		Do.
3	Philadelphia Trust Co.....	38,890.00	32,612.50	32,613.00	161,820.00		Do.
4	Ernest Harvey.....	590.00	500.00	650.00	2,400.00		Do.
5	Schuylkill Improvement Co.....	10,350.00	4,255.00	6,900.00		2.440	Do.
6	C. Deshong et al.....	11,578.00	4,731.20	10,000.00		5.789	Do.
7	Marg. McGrath.....	110,000.00	44,000.00	82,500.00		55.000	Do.
8	Springfield Water Co.....	6,000.00	4,200.00	3,750.00		12.000	Do.
9	Girard Trust Co.....	Lease.		50.00			
10	Jos. Wallworth.....	Lease.		200.00			
Total.....		180,618.00	92,896.70	139,813.00	173,070.00	75.229	
CHARLESTON, S. C.							
1	City of Charleston.....	86,000.00	55,500.00	11,000.00		55.000	Disapproved.
CHARLESTON, W. VA.							
1	W. D. Abney.....	30,219.00	24,408.00	30,000.00		10.170	Disapproved.
2	Kanawah Land Co.....	12,400.00	10,216.66	10,000.00		35.000	Do.
3	Baker-Myer Realty Co.....	84,730.00	32,233.00	72,000.00		13.200	Do.
Total.....		127,349.00	66,857.66	112,000.00		58.370	
CLEVELAND, OHIO (WYCKLIFFE).							
1	Wickliffe (a gift).....	Lease.		1.00			
ELIZAPETH, N. J.							
1	Watson-Whittlesey.....	126,860.00	123,340.00	4,750.00	65,441.00		Released.
2	Ed. Gillespie.....			300.00	3,300.00		Do.
3	Fred Schoonmaker.....			725.00	7,200.00		Do.
4	A. Beliaque.....			330.00	3,300.00		Do.
5	Henry Cameron.....			660.00	6,600.00		Release pending.
6	G. La Placa.....			650.00	6,600.00		Released.
7	M. Salvatore.....			650.00	6,600.00		Do.
8	M. Morris.....			800.00	5,850.00		Do.
9	J. J. Whitley.....			850.00	5,000.00		Release pending.
10	M. Urbansky.....			650.00	6,600.00		Released.
11	Mary Jordan.....			330.00	3,300.00		Do.
12	B. J. Barthold.....			325.00	2,500.00		Do.
13	E. E. Ruddy.....			325.00	2,500.00		Do.
14	Wm. Weller.....			650.00	6,600.00		Release pending.
15	J. F. Greer.....			1,000.00	9,900.00		Released.
16	L. Falkenrock.....			630.00	6,300.00		Do.
17	S. Lennon.....			1,000.00	9,900.00		Do.
18	A. Mohrman.....			900.00	5,500.00		Do.
19	I. Fitzpatrick.....			330.00	3,300.00		Do.
20	A. Cicalese.....			330.00	3,300.00		Do.
21	F. F. Schroder.....			300.00	3,300.00		Do.
22	M. Beyerle et al.....			660.00	6,600.00		Disapproved.
23	Dermody-Sullivan.....			330.00	3,300.00		Do.
24	L. K. Hilke, jr.....			300.00	3,300.00		Do.
25	J. J. McDermoot.....			315.00	3,300.00		Do.
26	A. Gillespie.....			300.00	3,300.00		Do.
27	M. Hibell.....			1,000.00	9,900.00		Do.
28	F. Shenot.....			330.00	3,300.00		Do.
29	S. Juul.....			900.00	6,600.00		Do.
30	Watson-Whittlesey.....			600.00	6,600.00		Do.
31	Matilda Clay.....			30.00			Do.
32	F. Berkewitz.....			50.00			Do.
33	J. F. Greer.....			25.00			Do.
34	Realty Transfer Co.....			11,725.00	10,562.00	10,553.00	67,067.00		Paid.
35	G. P. Wetmore.....	37,300.00	26,605.00	35,685.00	140,700.00		Do.
36	C. P. Wetmore.....			20,550.00	194,000.00		Do.
37	A. S. Brown.....	(*)	(*)	500.00	3,300.00		Do.
38	Max Fern.....			2,100.00	19,920.00		Disapproved.
39	Peter Breidt Brewing Co.....	34,625.00	28,953.00	10,000.00	5,000.00		Do.
40	Board of Education.....	5,500.00		5,500.00	18,000.00		Paid.
41	Geo. Hinchcliffe (Kenilworth).....	150.00		150.00	1,650.00		Disapproved.
Total.....		116,160.00	95,110.00	106,363.00	668,728.00		
ERIE, PA.							
1	C. L. Barth.....			1,250.00	9,600.00		Paid.
2	Elizabeth Barth.....	52,000.00	39,000.00	34,275.00		24.000	Do.
3	Frank Gunnison.....	175,500.00	133,000.00	173,500.00		69.549	Do.
4	C. W. Metcalf.....	74,736.00	64,636.00	72,716.00		40.398	Do.
5	George R. Metcalf.....	97,206.00	84,070.40	94,395.00		52.544	Do.
6	Edward J. Seachrist.....			1,250.00	9,600.00		Do.
7	Jacob Casselman.....			30,000.00			Do.
8	General Electric.....	52,754.00	39,565.50	39,519.00		26.3770	Payment in hands of attorney.
9	Lowry heirs.....	750.00	750.00	750.00			Paid.
10	A. Breviller.....	(*)	(*)	75.00			
11	G. D. Baldwin.....	115,500.00	115,500.00	115,500.00	135,000.00		Disapproved.
12	J. D. Walker.....	34,300.00	34,300.00	34,000.00	16,170.00		Do.
13	S. W. Landis.....	28,800.00	28,800.00	27,900.00	15,000.00		Do.
14	E. E. Austin.....	6,300.00	6,300.00	6,300.00	5,445.00		Do.
15	John Sterling.....	7,500.00	7,500.00	7,900.00	6,000.00		Do.
16	Silberstein-Green.....	(*)	(*)	90.00			Do.
17	G. S. McDaniel.....	100.00	100.00	100.00			
Total.....		645,446.00	553,521.50	639,520.00	196,815.00	212.868	

* First 33 contracts cover site D, which was appraised as one tract.
 * Site A appraised as one tract.

* Purchased at cost to owner.
 * Unfinished apartment.

* Purchase of leasehold.
 * Lease.

REPORT UNITED STATES HOUSING CORPORATION.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
ELION, N. Y.							
1	Owens-D'Vecchio.....	\$275.00	\$200.00	\$301.00	4,890.00		Paid.
2	T. E. Jones.....	1,748.00	1,300.00	1,701.00	27,600.00		Do.
3	T. W. Schmidt.....	7,002.50	6,228.00	6,651.00	100,095.00		Do.
4	Wm. Tillinghast.....	350.00	300.00	351.00	5,375.00		Do.
5	Helen Getman.....	350.00	300.00	351.00	4,600.00		Do.
6	A. Gantt.....	350.00	300.00	351.00	4,600.00		Do.
7	A. L. Lowe.....	375.00	350.00	379.00	4,890.00		Do.
8	B. D. Hoyt.....	738.00	600.00	739.00	9,200.00		Do.
9	E. W. Remington.....	369.00	300.00	370.00	4,600.00		Do.
10	G. W. Hancock.....	369.00	300.00	370.00	4,600.00		Do.
11	Anna Noll.....	369.00	350.00	370.00	4,600.00		Do.
12	Frank Groesbeck.....	383.50	325.00	392.50	4,600.00		Do.
13	Bessie T. Ecker.....	383.50	325.00	391.50	4,600.00		Do.
14	Ellen M. Deo.....	414.00	350.00	415.00	4,945.00		Do.
15	J. A. Schwager.....	400.00	150.00	176.00	9,200.00		Released.
16	C. H. Brown.....	427.00	400.00	428.50	4,600.00		Paid.
17	B. A. Coulson.....	878.00	800.00	878.50	12,340.00		Do.
18	B. Courier.....	373.50	300.00	374.50	6,000.00		Do.
19	W. Sheldon.....	373.50	325.00	374.50	6,000.00		Do.
20	G. H. Clark.....	373.50	325.00	374.50	6,000.00		Do.
21	F. B. Counterman.....	387.00	325.00	387.00	6,000.00		Do.
22	F. A. Miner.....	396.00	325.00	397.00	6,000.00		Do.
23	Jas. Bunting.....	396.00	350.00	397.00	6,000.00		Do.
24	P. and A. Gantt.....	405.00	350.00	406.00	6,000.00		Do.
25	Alvin Wolf.....	414.00	350.00	415.00	6,450.00		Do.
26	H. D. Scammell.....	427.50	400.00	428.00	6,000.00		Do.
27	F. C. Ruddy.....	427.50	400.00	428.00	6,000.00		Do.
28	Nellie Humphrey.....	427.50	400.00	401.00	6,000.00		Do.
29	J. E. Turk.....	427.50	400.00	428.00	6,300.00		Do.
30	Chas. Fenwick.....	400.00	200.00	401.00	5,692.00		Do.
31	C. A. Barringer.....	12,325.00	5,800.00	5,800.00	90,000.00		Released.
32	G. Schwalger.....	3,961.00	1,864.00	2,133.34	30,000.00		Release pending.
33	Roy Brown.....	427.50	400.00	428.50	4,600.00		Paid.
34	Fred Schroter.....	855.00	400.00	701.00	18,000.00		Do.
35	Geo. Holt.....	855.00	800.00	855.00	12,000.00		Released.
36	Walter Sibley.....	427.00	400.00	428.50	4,600.00		Paid.
37	Martin Delaney.....	369.00	300.00	370.00	Easement.		
Total.....		39,630.00	27,290.00	30,543.84	452,957.00		
INDIANAPOLIS, IND.							
1	The Greater Indianapolis Industrial Association.....			1,308.50		2.617	Disapproved.
LOWELL, MASS.							
1	Marie E. Smith.....	17,625.67	11,016.05	16,524.07	220,321.00		Paid.
2	David W. Dower.....	5,922.80	3,701.75	5,552.62	74,034.00		Do.
3	A. Griger-Rothwell.....	7,251.20		7,251.20	149,013.00		Do.
4	J. G. Spalding.....	1,400.00		1,400.00	17,533.00		Do.
5	Patrick O'Hern.....	1,623.44		1,623.44	12,487.00		Do.
6	J. M. Richardson.....	1,051.08		1,051.08	14,581.00		Do.
7	C. and E. Richardson.....	1,050.00	15,727.59	1,050.00	14,581.00		Do.
8	L. M. La Porte.....	998.87		998.87	14,227.00		Do.
9	W. J. Gould.....	800.00		800.00	6,990.00		Do.
10	E. S. Williams.....	800.00		800.00	6,990.00		Do.
11	F. and M. Eccleston.....	300.00		300.00	5,000.00		Disapproved.
12	J. and D. Guerin.....	455.00		455.00	5,000.00		Do.
Total.....		39,276.06	30,445.39	37,804.28	540,757.00		
MARE ISLAND, CALIF.							
1	Christian Hoffman.....	8,092.10		7,697.80		48.105	Paid.
2	Johanna Aden.....	1,349.55		2,340.55		15.597	
3	Vallejo Land & Improvement Co.....	18,078.50		18,001.00		66.825	
4	W. D. Pennycook.....	300.00		301.00	7,500.00		Do.
5	Jennie R. Hartsell.....	5,850.00		5,501.00	46,111.00		Do.
6	do.....	100.00		101.00			Do.
7	A. L. Harvey.....	4,050.00		4,051.00	216,068.00		Do.
8	F. A. Tosier.....	175.00		176.00	14,050.00		Do.
9	Frank Rauscher.....	300.00		301.00	6,250.00		Do.
10	L. G. Harrier.....	300.00		301.00	7,500.00		Do.
11	Vallejo Land & Improvement Co.....			63.90	24,200.00		
Total.....		38,593.10		38,835.25	721,669.00	133.527	
MILTON, PA.							
1	A. M. Hanson.....	1,275.00	1,000.00	1,025.00	5,330.00		Paid.
2	O. L. Penny.....	2,100.00	1,525.00	2,100.00	32,670.00		Do.
3	G. and H. Erdley.....	450.00	300.00	500.00	5,330.00		Do.
4	W. Sponsler.....	1,000.00	800.00	950.00	10,200.00		Do.
5	J. Y. Prosser.....	2,500.00	2,000.00	2,258.00	26,580.00		Do.
6	J. H. Holy.....	9,500.00	8,000.00	9,100.00		10.000	Released.
7	Thos. H. Miller.....	3,000.00	2,000.00	3,332.25	27,700.00		Paid.
8	H. C. Chamberlain.....	2,500.00	1,600.00	2,179.80	23,636.00		Do.
9	Kate C. Scott.....	3,600.00	2,500.00	3,213.41	23,401.00		Do.
10	Milton Manufacturing Co.....	3,750.00	2,900.00	2,500.00	120,000.00		Released.
Total.....		29,675.00	21,725.00	27,151.46	274,847.00	10.000	
MUSKEGON, MICH.							
1	Muskegon Utilities.....	23,275.00	14,000.00	23,113.70		35.860	Paid.
2	Katherine Smith.....	20,000.00	13,300.00	14,000.00		20.000	Released.
3	Hilda Schoenberg.....	6,300.00	5,250.00	5,250.00	153,800.00		Do.
Total.....		49,575.00	32,550.00	42,363.70	153,800.00	55.860	

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
NEW BRUNSWICK, N. J.							
1	S. J. Schlosser	\$30,200.00	\$20,000.00	\$20,000.00	.....	18.552	Paid.
2	J. W. Johnson	28,000.00	16,456.10	18,600.00	.....	23.510	Do.
Total		58,200.00	36,456.10	38,600.00	.....	42.062	
NEW CASTLE, DEL.							
1	Jas. C. McComb	5,550.00	.....	5,500.00	.....	18.500	To be paid.
2	do	300.00	.....	100.00	.....	1.000	Do.
3	do	1,650.00	.....	1,100.00	.....	5.500	Disapproved.
Total		7,500.00	7,500.00	6,750.00	.....	25.000	
NEW LONDON, CONN.							
1	Edwin R. Colver	20,775.00	19,800.00	20,850.00	.....	11.240	Paid.
2	Bryan F. Mahan	9,800.00	8,000.00	10,200.00	.....	5.000	Do.
3	Fuller-Armstrong-Newcomb	7,200.00	.....	7,140.00	.....	1.020	Do.
4	Henry J. Howard	4,700.00	4,500.00	4,500.00	.....	2.500	Do.
5	New London Ship & Engineering Co.	12,000.00	10,000.00	10,000.00	.....	5.000	Do.
Total		54,475.00	49,500.00	52,690.00	.....	24.760	
NEW ORLEANS, LA.							
1	Edwin C. Cohn	10,500.00	5,000.00	7,500.00	.....	7.000	Disapproved.
2	Manson & Dyer	21,000.00	10,000.00	7,000.00	.....	15.000	Do.
3	M. Ahaska	31,500.00	15,000.00	6,000.00	.....	23.000	Do.
Total		63,000.00	30,000.00	20,500.00	.....	45.000	
NEWPORT, R. I.							
1	J. A. Norman	13,520.00	8,102.00	10,650.00	.....	6.200	Paid.
2	Joshua Stacy ¹ .....	.....	.....	1,500.00	.....	.....	Do.
3	A. C. Knowles .....	.....	.....	2,625.00	76,035.00	.....	Do.
Total		13,520.00	8,102.00	14,775.00	76,035.00	6.200	
NEWPORT NEWS, VA.							
1	Old Dominion Land Co.	74,775.00	52,750.00	60,000.00	482,570.00	.....	Paid.
2	W. P. Wilkins	700.00	500.00	800.00	5,000.00	.....	Release pending.
3	L. P. Sterns	700.00	500.00	700.00	5,000.00	.....	Paid.
4	C. C. Graber	275.00	200.00	441.00	2,500.00	.....	Do.
5	Henr. Garrott	350.00	250.00	400.00	2,500.00	.....	Do.
6	Hilton Corporation	4,704.00	2,352.00	3,528.00	.....	11.760	Disapproved.
7	W. K. Sibley	1,375.00	1,000.00	2,000.00	12,500.00	.....	Release pending.
8	S. H. Peek	2,150.00	.....	2,000.00	2,500.00	.....	Disapproved.
9	Old Dominion Land Co.	1,750.00	.....	1,750.00	12,500.00	.....	Do.
10	J. J. McKeen	1,800.00	.....	2,100.00	5,000.00	.....	Do.
Total		88,579.00	63,252.00	73,719.00	530,000.00	11.760	
NIAGARA FALLS, N. Y.							
1	Mary Le Boiteaux	5,545.00	2,800.00	4,025.00	83,798.00	.....	Disapproved.
2	A. G. Porter	4,580.00	3,105.00	4,115.00	46,740.00	.....	Do.
3	A. J. Porter	12,216.00	6,938.00	10,540.00	114,493.00	.....	Do.
4	J. G. Porter	15,042.35	8,571.00	13,238.00	137,981.00	.....	Do.
5	M. Wisniewski	600.00	320.00	500.00	4,960.00	.....	Paid.
6	J. F. McGraw	9,105.75	4,000.00	6,050.00	77,027.00	.....	Do.
7	Jas. Custard	4,345.00	2,725.00	3,650.00	63,803.00	.....	Disapproved.
8	F. Volpe	1,250.00	1,000.00	1,100.00	6,950.00	.....	Paid.
9	Geo. C. Tallman	625.00	500.00	550.00	3,475.00	.....	Do.
10	Melodia Jones	11,240.00	7,605.00	9,575.72	125,510.00	.....	Disapproved.
11	Arthur Robinson	8,635.00	6,025.00	7,099.93	112,344.00	.....	Do.
12	J. P. Stebbins	425.00	300.00	390.00	2,876.00	.....	Do.
13	Wm. Laughlin	5,058.00	2,515.00	4,390.00	35,608.00	.....	Paid.
14	A. T. Cudaback	12,320.00	5,960.00	10,215.00	36,900.00	.....	Do.
15	C. R. Buel	1,995.00	1,685.00	1,860.00	17,064.00	.....	Disapproved.
16	T. W. Aitken	315.00	185.00	250.00	3,199.00	.....	Do.
17	R. Franchot et al.	1,850.00	960.00	1,650.00	11,828.00	.....	Paid.
18	Baker-Simon Co.	2,425.00	1,380.00	1,375.00	25,701.00	.....	Disapproved.
19	F. T. Findley	4,910.00	2,690.00	4,403.00	33,489.00	.....	Paid.
20	G. H. McKnight	500.00	260.00	435.00	3,000.00	.....	Do.
21	C. R. Buck	10,165.00	6,735.00	9,155.00	97,860.00	.....	Disapproved.
22	Inside Property Co.	1,620.00	1,290.00	1,515.00	19,222.00	.....	Do.
23	J. B. Dolan	480.00	240.00	405.00	2,912.00	.....	Paid.
24	Thos. Cox	814.00	394.00	700.00	6,324.00	.....	Do.
25	Mary E. Murphy	1,456.00	604.00	1,135.00	11,900.00	.....	Do.
26	Margaret Call	900.00	480.00	810.00	5,928.00	.....	Do.
27	Florence Cotter	1,092.00	458.00	870.00	9,660.00	.....	Do.
28	Fred Cookman	600.00	280.00	520.00	4,946.00	.....	Do.
29	John C. Lyons	330.00	220.00	270.00	3,750.00	.....	Disapproved.
30	B. R. Edwards	8,700.00	5,440.00	7,545.00	85,120.00	.....	Do.
31	Geo. R. Makin	390.00	240.00	360.00	4,770.00	.....	Do.
32	A. Messina	1,310.00	582.00	1,178.00	10,416.00	.....	Paid.
33	F. W. Salisbury	480.00	300.00	400.00	7,200.00	.....	Disapproved.
34	C. A. Johnson	450.00	360.00	360.00	4,920.00	.....	Do.
35	M. J. Hart	505.00	360.00	480.00	7,500.00	.....	Do.
36	N. M. Hassard	360.00	240.00	270.00	4,424.00	.....	Do.
37	Minnie Naylor	390.00	270.00	360.00	4,626.00	.....	Do.
38	D. F. Lauls	480.00	.....	500.00	4,960.00	.....	Paid.
39	Fred Smith	390.00	340.00	330.00	3,750.00	.....	Disapproved.
40	M. V. Allen	2,980.00	1,520.00	2,700.00	15,376.00	.....	Paid.
41	J. J. Hartman	3,540.00	2,740.00	3,300.00	7,440.00	.....	Do.
42	Noel Le May	3,750.00	3,150.00	4,200.00	4,960.00	.....	Do.
43	Alex. Williams	625.00	500.00	600.00	3,475.00	.....	Settlement pending.
44	Peter Shafer	360.00	240.00	270.00	4,440.00	.....	Disapproved.
45	E. S. Moore	750.00	460.00	690.00	7,500.00	.....	Do.

¹ Life estate in above.² Life interest in Norman's land.

REPORT UNITED STATES HOUSING CORPORATION.

Properties requisitioned—Real estate taken in fee—Continued.

Project.	Location and owner.	Lots.	Appraisals.			Area.		Disposition.	Damages.
			Highest.	Lowest.	Cost (award).	Square feet.	Acres.		
WASHINGTON, D. C. (NAVY YARD)—continued.									
22	Horace W. Eaton.....	2	\$4,753.20	\$1,782.00	\$1,782.00	23,766			
23	George Y. Worthington et al.....	8	9,219.00	4,595.00	4,594.50	89,820			
24	Fred S. Smith.....	4	7,120.00	3,609.00	3,689.00	30,280			
25	William Syphax et al.....	2	4,276.00	1,426.00	1,782.00	23,766			
26	Ellen E. Paine.....	2	4,277.88	1,381.00	1,782.00	23,766			
27	Alonzo C. Barnett.....	1	806.00	282.00	363.00	14,030			
28	American Security & Trust Co., trustees.....	9	15,539.13	7,081.00	8,194.00	67,703			
29	Francis S. McIlhenny.....	1	2,999.48	1,023.00	1,023.00	13,634			
30	Thomas Edwards, Jr.....	4	1,973.62	817.00	817.00	8,364			
31	Daniel A. Edwards.....	6	2,496.56	928.00	1,023.00	11,348			
32	Joseph F. Mulhall.....	3	971.86	398.00	398.00	4,413			
33	Warren C. Bickford, trustee.....	16	31,051.94	13,402.00	14,171.00	132,768			
34	Rose A. Clark.....	1	1,165.86	432.00	972.00	4,318			
35	Wilbur F. Nash.....	3	5,128.93	1,948.00	3,799.00	15,702			
36	Mellen C. Hocker.....	1	683.00	248.00	465.00	3,104			
37	Fannie H. Jackson.....	2	2,229.78	849.00	1,594.00	10,618			
38	Wm. P. Lyons et al.....	11	13,615.97	6,386.00	8,005.00	57,257			
39	Union Trust Co., trustees.....	2	1,558.80	385.00	571.00	4,344			
40	Ada C. William.....	1	884.64	349.00	699.00	2,328			
41	Nellie Wells et al.....	1	782.10	374.00	374.00	3,555			
42	Johanna C. Block estate.....	1	1,056.16	482.00	482.00	4,582			
43	Nellie Jansen et al.....	1	2,035.66	972.00	972.00	9,253			
44	Frank D. Orme.....	1	2,479.00	1,184.00	1,184.00	11,271			
45	Henry L. Ballentine.....	3	1,370.00	456.00	456.00	6,048			
Total.....		140	205,445.10	94,361.00	115,984.50	834,041			
WASHINGTON, D. C. (21ST AND B STS. NW.).									
1	M. Frank Ruppert.....	2	13,978.00	6,419.00	9,922.00	11,398			
2	John J. and M. Shirley.....	4	8,805.00	5,278.00	7,039.10	14,130			
3	N. H. Shea.....	18	57,471.00	34,020.00	49,622.05	73,395			
4	Arthur L. Smith.....	1	2,937.00	1,602.00	2,403.45	5,341			
5	Martha H. Berry.....	2	5,329.00	3,450.00	4,096.67	8,626			
6	Wm. W. Woods.....	1	2,531.00	1,899.00	2,025.12	4,219			
7	Nellie M. L. Jenkins.....	2	5,503.00	2,576.00	4,684.00	4,684			
8	Henry M. Conger et al.....	1	2,437.00	1,769.00	2,435.10	3,931			
9	do.....	1	3,052.00	2,462.00	3,003.71	4,923			
10	Wm. H. Oliver et al.....	2	5,459.00	3,759.00	4,573.56	9,100			
11	Emma L. Sullivan.....	2	3,220.00	1,840.00	2,760.00	4,600			
12	John R. Pfell.....	5	14,357.00	10,910.00	13,765.68	13,735			
13	Tobias W. Spicer.....	1	2,246.00	963.00	1,283.00	3,209			
14	Overton Tweedy et al.....	1	8,740.00	3,520.00	6,900.00	9,200			
15	Edith Howe et al.....	2	5,042.00	3,026.00	4,094.00	8,601			
16	John H. Nelson.....	1	5,056.00	3,217.00	4,137.00	9,193			
17	Sadie Carothers et al.....	1	2,527.00	1,606.00	2,068.00	4,596			
18	Arthur T. Brice.....	1	5,056.00	3,217.00	4,137.00	9,193			
19	Lilly C. Stone et al.....	2	4,730.00	2,801.00	3,844.00	8,148		Paid 75 per cent.	
Total.....		50	158,476.00	94,336.00	132,793.44	210,222			
WATERBURY, CONN.									
1	Edward J. Nolan.....	2	1,367.50	1,200.00	1,100.00	47,400		Retained.	
WATERTOWN, N. Y.									
1	Sarah Doyle estate.....	1	300.00	125.00	250.00	5,000		Retained.	
2	Thomas A. Grey estate.....	1	350.00	275.00	350.00	5,000		do.	
3	William Fenn ¹	1	125.00	25.00	75.00	0.0570		do.	
Total.....		3	775.00	425.00	675.00	* 10,000	* .0570		

¹ Requisition was decided upon in these cases to vest title in the United States without delay. The Doyle and Grey estates would necessitate probate proceedings to establish right of minor heirs at law; the Fenn property would necessitate court action to quiet title.

* Total acres, 0.2666.

"Use" requisitions.

Pro- ject.	Location.	Owner.	Term.	Rate.	Pro- ject.	Location.	Owner.	Term.	Rate.
	BETHLEHEM, PA.		<i>Mos.</i>	<i>Per mo.</i>		ERIE, PA.¹		<i>Mos.</i>	<i>Per mo.</i>
1	600 North St. ¹	Dodson Realty Co.	3	\$40	1	951 West 25th St.	George D. Baldwin.		
2	602 North St. ¹	do.	3	40	2	909 West 29th St.	do.		
3	603 North St. ¹	do.	3	40	3	245 East 28th St.	do.		
4	604 North St. ¹	do.	3	40	4	243 East 28th St.	do.		
5	605 North St. ¹	do.	3	40	5	241 East 28th St.	do.		
6	606 North St. ¹	do.	3	40	6	239 East 28th St.	do.		
7	607 North St. ¹	do.	3	40	7	237 East 28th St.	do.		
8	111 Elmwood Road ¹	do.	3	28	8	235 East 28th St.	do.		
9	222 Elmwood Road ¹	do.	3	27	9	249 West 26th St.	do.		
10	230 Elmwood Road ¹	do.	3	32	10	247 West 26th St.	do.		
11	232 Elmwood Road ¹	do.	3	32	11	2556 Cherry St.	do.		
12	317 Elmwood Road ¹	do.	3	32	12	440 Stafford Ave.	do.		
13	319 Elmwood Road ¹	do.	3	32	13	436 Stafford Ave.	do.		
14	326 Elmwood Road ¹	do.	3	32	14	2690 Poplar St.	do.		
15	328 Elmwood Road ¹	do.	3	32	15	2688 Poplar St.	do.		
16	702 Goepp Circle ¹	do.	3	35	16	2686 Poplar St.	do.		
17	704 Goepp Circle ¹	do.	3	35	17	953 West 28th St.	do.		
18	706 Goepp Circle ¹	do.	3	35	18	956 West 28th St.	do.		
19	708 Goepp Circle ¹	do.	3	35	19	1054 West 28th St.	do.		
20	710 Goepp Circle ¹	do.	3	35	20	1044 West 28th St.	do.		
21	712 Goepp Circle ¹	do.	3	35	21	1034 West 28th St.	do.		
22	110 Hawthorne Road ¹	do.	3	30	22	1012 West 23d St.	do.		
23	112 Hawthorne Road ¹	do.	3	30	23	1008 West 23d St.	do.		
24	133 Hawthorne Road ¹	do.	3	40	24	1004 West 23d St.	do.		
25	135 Hawthorne Road ¹	do.	3	40	25	1006 West 23d St.	do.		
26	143 Hawthorne Road ¹	do.	3	32	26	1002 West 23d St.	do.		
27	202 Hawthorne Road ¹	do.	3	28	27	Southeast corner West 25th and Cascade Sts.	do.		
28	206 Hawthorne Road ¹	do.	3	35		NORFOLK, VA.²			
29	208 Hawthorne Road ¹	do.	3	35	1	223 Granby St.	Sallie T. Castle.		
30	214 Hawthorne Road ¹	do.	3	42		PHILADELPHIA, PA. (CHESTER- EDDYSTONE).³			
31	311 Hawthorne Road ¹	do.	3	32	1	101 Chester Pike, Ridley Township.	J. H. Devine.		
32	313 Hawthorne Road ¹	do.	3	30	2	13d Ave., Lester.	Marie Lieb.		
33	315 Hawthorne Road ¹	do.	3	30	3	1715 Catherine St.	J. H. Phipps.		
34	328 Hawthorne Road ¹	do.	3	32	4	1717 Catherine St.	do.		
35	330 Hawthorne Road ¹	do.	3	32	5	1719 Catherine St.	do.		
36	Munsi Trail siding ⁴	John Stefke.			6	1721 Catherine St.	do.		
37	do. ⁵	T. J. Dalton			7	1723 Catherine St.	do.		
	DERBY, CONN. (SHELTON).⁶				8	1725 Catherine St.	do.		
1	69 north side Birch St.				9	1410 South 54th St.	J. F. Hallinan.		
2	68 north side Birch St.				10	5850 Angora Terrace.	Clifford F. Kelter.		
3	60 north side Birch St.				11	610 Merten St., Ridley Park.	Resolute Building & Loan Associa- tion.		
4	10 east side Kneen St.				12	349 North 62d St.	G. C. Bergdall.		
5	8 east side Kneen St.				13	5854 Belmar Terrace.	Willis A. Lewis.		
6	6 east side Kneen St.				14	2125 South 60th St.	S. R. Mulligan.		
7	4 east side Kneen St.				15	4026 Parrish St.	G. G. Sanborne.		
8	48 east side Forest Ave.				16	1944 South Ithan St.	Barthomew Rees.		
9	46 east side Forest Ave.								
10	44 east side Forest Ave.								
11	42 east side Forest Ave.								
12	41 east side Forest Ave.								
13	13 west side Forest Ave.								
14	11 west side Forest Ave.								
15	9 west side Forest Ave.								
16	7 west side Forest Ave.								
17	5 west side Forest Ave.								
18	2 west side Forest Ave.								
19	1 west side Forest Ave.								
20	47 west side Forest Ave.								

¹ Entire claim for use of and damages to 35 houses paid for in sum of \$9,250.² These are rights of way over lands of Stefke and Dalton taken for construction of a temporary railway which is now in operation.³ Entire claim for use of and damages to 20 houses paid for in the sum of \$1,500.⁴ These 27 houses were commandeered on Nov. 1, 1918. A contract for them was executed subject to the approval of the president of the United States Housing Corporation, following posting of commandeering papers. Signing of the armistice caused the contracts to be disapproved.⁵ Agreement for rental was made immediately following service of commandeering papers.⁶ These 16 houses were taken through 11 commandeering proceedings. All were returned without compensation through amicable agreements with owners, except house at 349 North 62d St., owned by G. C. Bergdall, which has been publicly released and for which adjustment of damage is pending.

REPORT UNITED STATES HOUSING CORPORATION.

TABLE OF PROPERTIES PURCHASED.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
ABERDEEN, MD.							
1	C. B. Osborne.....	\$11,011.50	\$6,117.50	\$8,319.50		24.470	Paid.
2	A. H. Osborne.....	7,500.00	5,000.00	7,300.00		1.200	Do.
3	J. M. Michael.....			1,500.00		1.000	Do.
4	C. L. Rigdon.....	Right of way.		1.00			Do.
5	W. O. Michael.....	do.....		1.00			Do.
	Total.....	18,511.50	11,117.50	17,121.30		26.670	
ALLIANCE, OHIO.							
1	Jacob Oyster estate.....	34,000.00	10,800.00	18,000.00		36.000	Do.
2	F. E. Hartzell.....	4,635.00	3,375.00	5,000.00	57,400.00		Do.
3	Frank Malaney.....	515.00	375.00	600.00	7,000.00		Do.
4	Carl E. Held.....	515.00	375.00	1,263.00	6,300.00		Do.
5	E. and C. Held.....	515.00	375.00	650.00	6,300.00		Do.
6	John Devine.....	54,000.00	39,000.00	52,000.00	643,200.00		Do.
7	Construction Realty Co.....	3,750.00	2,400.00	3,450.00	33,360.00		Do.
8	Albert Wafler.....	625.00	400.00	475.00	5,200.00		Do.
9	J. and R. Karns.....	625.00	400.00	650.00	5,200.00		Do.
10	L. and M. Weaver.....	625.00	400.00	575.00	5,556.00		Do.
11	College Hill Land Co.....	19,200.00	8,400.00	11,760.00	286,962.00		Do.
12	L. E. Reese.....	625.00	400.00	900.00	5,400.00		Do.
13	Marg. Mathews.....	515.00	375.00	600.00	7,000.00		Do.
	Total.....	120,145.00	67,075.00	95,923.00	1,068,878.00	360.000	
ALTON, ILL.							
1	V. J. Bowman.....	3,850.00	2,100.00	3,200.00	91,000.00		Disapproved.
2	Alton Banking & Trust Co.....	11,392.00	5,696.00	10,500.00	87,500.00		Do.
3	John Searing.....	18,568.00	8,000.00	10,037.00		3.000	Do.
4	Bierbaum & Dickson.....	9,552.00	7,164.00	9,552.00		11.940	Do.
5	John Doer.....	607.50	486.00	1,000.00		2.900	Do.
6	Grant Worden.....	21,000.00	14,000.00	18,000.00		40.000	Do.
7	Emma E. Schott.....	11,480.00	6,600.00	11,500.00		24.400	Do.
8	Alton Banking & Trust Co.....			5,740.00	338,250.00		Do.
9	W. Spate.....			800.00	22,500.00		Do.
10	E. T. Bennett.....			295.00	7,500.00		Do.
11	John Chiles.....	9,300.00	4,800.00	380.00	7,500.00		Do.
12	A. E. Kirk, executor.....			1,250.00			Do.
13	W. M. Sweltzer.....			1,250.00	259,875.00		Do.
14	John Wickenhouser.....	11,500.00	7,125.00	17,500.00		28.620	Do.
15	John Deerr.....	8,205.00	6,564.00	8,500.00		32.820	Do.
16	Bierbaum & Dickson.....	7,944.00	5,958.00	7,944.00		9.930	Do.
17	F. A. Bierbaum.....	1,000.00	500.00	700.00	7,500.00		Do.
18	John Wickenhouser.....	1,050.00	800.00	750.00		3.000	Do.
19	John B. Smith.....	7,000.00	4,146.00	8,000.00		13.820	Do.
20	C. Metzler.....	4,837.00	2,764.00	6,250.00		13.820	Do.
	Total.....	127,285.50	76,703.00	123,148.00	821,625.00	184.250	
BATH, ME.							
1	L. S. Fuller.....	1,800.00		1,800.00		.228	Paid.
2	John F. King.....	200.00		200.00		.152	Do.
3	H. C. Mathews.....	800.00		700.00		.052	Do.
4	Robert Shea.....	1,667.00		1,667.00		.112	Do.
5	J. and E. King.....	3,000.00		3,000.00		.103	Do.
6	H. and M. Hartleb.....	125.00		125.00		.066	Do.
7	C. and H. Hartleb.....	4,000.00		4,000.00		.114	Do.
8	Rebecca Farro.....	800.00		800.00		.046	Do.
9	A. B. C. Cahill.....	3,220.00		3,200.00		.104	Do.
10	Elizabeth Palmer.....	12,330.00		12,330.00		24.686	Do.
	Total.....	27,912.00		27,822.00		25.063	
BETHLEHEM, PA.							
1	Saucon Land Co.....	556,000.00		367,270.00		370.886	Paid.
2	do.....	(1)		1,600.00			
	Total.....	556,000.00		368,870.00		370.886	
BREMERTON, WASH. (INSIDE DEVELOPMENT).							
1	Carl Heck.....	3,800.00		3,800.00	24,123.00		Paid.
2	Mary Bert.....	2,600.00		2,500.00	12,240.00		Do.
3	A. F. Reeves.....	1,065.00		750.00	4,080.00		Do.
4	H. Clay Farran.....	1,175.00		1,175.00	4,601.00		Do.
5	Michael Cody.....	1,350.00		1,600.00	8,025.00		Do.
6	Jack Rothwell.....	950.00		1,200.00	6,825.00		Do.
7	Harry J. Nagel.....	950.00		900.00	9,805.00		Do.
8	Thomas L. Avery.....	500.00		500.00	4,810.00		Do.
9	Arthur Fellows et al.....	2,650.00		2,600.00	23,980.00		Do.
10	Michael J. Ford.....	9,965.00		10,178.00	87,584.00		Do.
11	do.....	800.00		800.00	12,550.00		Do.
12	Hannah W. Provost.....	672.00		650.00	5,418.00		Do.
13	John Favron.....	2,125.00		2,125.00	12,000.00		Do.
14	Frank MacKay.....	550.00		550.00	4,500.00		Do.
15	Bremerton Investment Co.....	1,000.00		1,000.00	5,600.00		Do.
16	W. F. Anderson.....	1,000.00		1,000.00	5,600.00		Do.
17	Rolo B. Fryett.....	2,100.00		1,800.00	11,610.00		Do.
18	A. Karlson.....	1,250.00		1,250.00	12,600.00		Do.
19	Lucy L. Smith.....	50.00		50.00	11,070.00		Do.
20	Emil B. Olsen.....	800.00		825.00	4,010.00		Do.
21	William R. Bankhead.....	600.00		800.00	5,160.00		Do.
22	Bremerton Investment Co.....	1,200.00		1,200.00	8,560.00		Do.
23	John P. Ford.....	2,700.00		2,700.00	12,360.00		Do.
24	Dora and William Twipp.....	3,600.00		4,000.00	16,480.00		Do.
25	C. J. Klore.....	1,200.00		1,200.00	9,000.00		Do.
26	Eda A. Hill et al.....	1,150.00		1,150.00	9,000.00		Do.
27	Robert G. Shand.....	2,050.00		2,300.00	12,750.00		Do.
28	Truman H. Holmes.....	675.00		675.00	6,030.00		Do.

1 Lease \$200 per month.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
BREMERTON, WASH. (INSIDE DEVELOPMENT)—continued.							
29	Glen R. Fetterman	\$800.00		\$850.00	8,379.00		Paid.
30	R. H. Chaplin	700.00		875.00	10,800.00		Do.
31	Andrew Brown	800.00		700.00	5,997.00		Do.
32	Richard Osted	600.00		600.00	6,343.00		Do.
33	Edith L. Mills	1,000.00		1,000.00	8,511.00		Do.
34	Hyman Brown	1,550.00		1,500.00	8,160.00		Do.
35	Andre Loftus	700.00		675.00	3,570.00		Do.
36	Fred Dahlquist	1,050.00		950.00	6,180.00		Do.
37	Frank H. Struble	900.00		750.00	6,180.00		Do.
38	Sophia Bremer	900.00		390.00	6,180.00		Do.
39	Otto H. Herb	900.00		850.00	6,180.00		Do.
40	G. C. Jones	1,000.00		1,000.00	24,720.00		Do.
41	Nelly Regan	675.00		675.00	5,175.00		Do.
42	William F. Beal	600.00		700.00	4,600.00		Do.
43	Esker Fitzwater	900.00		950.00	6,900.00		Do.
44	Richard Siebert	2,000.00		2,000.00	17,040.00		Do.
45	Nicholas Mersch	750.00		825.00	6,390.00		Do.
46	Kate Hoffman	650.00		650.00	5,000.00		Do.
47	John Blake	500.00		500.00	5,000.00		Do.
48	Mrs. M. F. Lee	275.00		275.00	3,000.00		Do.
49	Laura E. Gowdy	450.00		475.00	4,500.00		Do.
50	Nelly Donnelly	850.00		825.00	7,500.00		Do.
51	Gwinn Investment Co	1,200.00		1,140.00	12,000.00		Do.
52	Ralph Rossman	1,550.00		1,650.00	15,000.00		Do.
53	Maynard H. Cos.	1,500.00		1,500.00	15,000.00		Do.
54	B. Berlien	800.00		600.00	7,500.00		Do.
55	William Conier	1,200.00		1,200.00	12,000.00		Do.
56	Leota Barry	900.00		1,050.00	9,000.00		Do.
57	William O. Buiette	975.00		1,000.00	9,000.00		Do.
58	Louis Cassaway	250.00		275.00	3,500.00		Do.
59	Laura Gowdy	250.00		250.00	2,500.00		Do.
60	Lizzie Geisel	450.00		450.00	4,500.00		Do.
61	R. G. Counter	450.00		450.00	4,500.00		Do.
62	Roy Schall	1,850.00		2,400.00	18,000.00		Do.
63	Griffith Davies	650.00		650.00	6,600.00		Do.
64	Margaret Velton	400.00		400.00	4,400.00		Do.
65	S. J. Burger	500.00		450.00	6,600.00		Do.
66	John Thomas	625.00		625.00	6,600.00		Do.
67	Edward Jones	500.00		500.00	6,600.00		Do.
68	George Tappe	1,000.00		1,150.00	19,700.00		Do.
69	Mary Linas	500.00		500.00	6,600.00		Do.
70	Andrew Rasmussen	1,100.00		1,200.00	16,500.00		Do.
71	A. W. Rasmussen	750.00		750.00	4,800.00		Do.
72	Fred L. Eklund	1,550.00		1,500.00	8,160.00		Do.
73	May Casid	800.00		575.00	4,800.00		Do.
74	Edward Maxwell	600.00		575.00	8,000.00		Do.
75	Thomas J. Stevenson	1,137.50		1,137.50	7,000.00		Do.
76	Ernest G. Ebert	1,450.00		1,450.00	8,000.00		Do.
77	George F. Ward	1,400.00		1,400.00	8,000.00		Do.
78	Ernest Mueller	750.00		675.00	4,000.00		Do.
79	Fred S. Hathaway	750.00		750.00	4,000.00		Do.
80	F. C. MacDiarmid	750.00		750.00	4,000.00		Do.
81	R. M. Wood	750.00		750.00	4,000.00		Do.
82	Wm. Kacerosky	1,600.00		1,600.00	18,350.00		Do.
83	D. A. Wentworth	1,625.00		1,625.00	13,560.00		Do.
84	John B. Lex	1,975.00		2,400.00	12,840.00		Do.
85	Loretta Dollwick	1,480.00		1,335.00	7,760.00		Do.
86	Frank MacKay	4,000.00		3,200.00	20,000.00		Do.
87	Powell & Peters	1,575.00		1,700.00	9,000.00		Do.
88	James E. Sutton	2,100.00		2,400.00	12,000.00		Do.
89	Margaretta Sparrow	650.00		650.00	9,126.00		Do.
90	James O. Boyle	600.00		550.00	4,633.00		Do.
91	C. L. Henry	19,067.00		18,000.00	109,644.00		Do.
92	Edward Fieder	900.00		950.00	6,180.00		Do.
93	Eliza T. Janke	1,000.00		975.00	6,180.00		Do.
94	C. L. Henry	1,050.00		1,050.00	7,210.00		Do.
95	Charles Dahlen	333.33		340.00	2,060.00		Do.
96	James L. Clark	1,100.00		1,275.00	8,240.00		Do.
97	Burton W. Sawyer	1,050.00		1,050.00	6,180.00		Do.
98	David H. Paul	1,966.66		1,900.00	8,240.00		Do.
99	August Katoll	900.00		1,000.00	6,900.00		Do.
100	Wm. Proctor	900.00		1,200.00	6,900.00		Do.
101	E. B. McOrmond	900.00		1,000.00	6,180.00		Do.
102	Frederick J. Kuehn	900.00		800.00	6,180.00		Do.
103	C. P. Kimball	900.00		900.00	6,180.00		Do.
104	Fred M. Dobson	900.00		950.00	6,180.00		Do.
105	Robert T. Alexander	900.00		900.00	6,180.00		Do.
106	Thomas Buffington	400.00		400.00	4,400.00		Do.
107	Jane Williams	500.00		500.00	6,600.00		Do.
108	J. H. Warren	650.00		750.00	6,600.00		Do.
109	Albert Crites	1,125.00		1,100.00	13,200.00		Do.
110	Con Shea	666.66		666.66	8,800.00		Do.
111	Roxina Henderson	675.00		675.00	4,500.00		Do.
112	France Bunce	1,050.00		1,050.00	7,000.00		Do.
113	John Jones	1,800.00		1,900.00	13,200.00		Do.
114	George Terrell	3,650.00		3,700.00	33,410.00		Do.
115	Charles Kimball	250.00		250.00	2,500.00		Do.
116	do	250.00		250.00	2,500.00		Do.
117	David Vaughn	300.00		250.00	3,000.00		Do.
118	L. A. Cassaway	300.00		300.00	3,000.00		Do.
119	Selton Wetzel	900.00		900.00	6,000.00		Do.
120	William McDonough	900.00		900.00	9,000.00		Do.
121	Edward Reason	2,000.00		1,425.00	6,180.00		Do.
122	Geo. Warmburg	3,000.00		4,000.00	6,180.00		Do.
123	Thomas McGill	1,584.00		1,100.00	11,224.00		Do.
124	Edmund Conklin	2,350.00		2,050.00	8,000.00		Do.
125	Alma Berglund	900.00		650.00	4,590.00		Do.
Total		166,067.15		165,712.16	1,242,395.00		

REPORT UNITED STATES HOUSING CORPORATION.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
BREMERTON, WASH. (OUTSIDE DEVELOPMENT).							
1	Alma Berglund.....	\$1,300.00		\$1,000.00	72,420.00		Disapproved.
2	Edmund Conklin.....	1,550.00		1,550.00	8,000.00		Do.
3	Belle Abbott.....	675.00		675.00	3,500.00		Do.
4	Anne Hiscock.....	4,363.00		3,125.00		5.000	Do.
5	John McIntosh.....	3,690.00		3,690.00		3.000	Do.
6	Catherine Daly.....	950.00		1,000.00		.930	Do.
7	Thomas O'Meara.....	700.00		800.00		.680	Do.
8	do.....	550.00		600.00		.600	Do.
9	Frank Leahy.....	4,812.50		4,950.00		5.500	Do.
10	Sadie Phillips.....	4,000.00		3,600.00		3.000	Do.
11	Jos. Schlageter.....	2,700.00		3,100.00		2.000	Do.
12	Edward Cox.....	925.00		1,200.00		.680	Do.
13	Julian McCurdy.....	1,925.00		1,600.00		.670	Do.
14	Sadie Phillips.....	700.00		575.00		.380	Do.
15	Thomas Griffen.....	375.00		500.00		.253	Do.
16	Samuel Hall.....	1,875.00		2,700.00		1.000	Do.
17	Frank Riedle.....	1,800.00		1,800.00		1.000	Do.
18	Kirk Smith.....	1,950.00		2,200.00		1.110	Do.
19	Bode Mason.....	2,000.00		2,400.00		.220	Do.
20	Jas. Brownhill.....	475.00		1,200.00		.220	Do.
21	Hans Wieck.....	1,825.00		2,150.00		.330	Do.
22	James Boe.....	6,880.00		8,500.00		4.000	Do.
23	Arthur Eklund.....	970.00		1,200.00		1.000	Do.
24	Eric Erickson.....	1,854.30		2,100.00		1.900	Do.
25	Mary Thompson.....	7,380.00		5,000.00		4.500	Do.
26	Warner Collman.....	1,200.00		1,500.00		.800	Do.
27	Michael Benbennick.....	2,000.00		3,600.00		2.000	Do.
28	Alfred Atchison.....	2,400.00		3,200.00		2.000	Do.
29	Sadie Phillips.....	3,100.00		2,400.00		2.000	Do.
30	Peter Asp.....	1,600.00		1,900.00		.220	Do.
31	George Benson.....	1,100.00		1,200.00		.220	Do.
32	George McKinney.....	700.00		700.00		.220	Do.
33	Mabel McTyer.....	400.00		500.00		.110	Do.
34	Lucy Chollar.....	250.00		300.00		.110	Do.
35	Julian McCurdy.....	875.00		1,000.00		.390	Do.
36	James Parker.....	3,050.00		2,800.00		.165	Do.
37	Frank Riedle.....	1,700.00		1,700.00		1.000	Do.
38	P. J. O'Brien.....	5,500.00		6,000.00		.142	Do.
39	Frank Riedle.....	2,425.00		2,425.00		1.430	Do.
40	William Scudder.....	925.00		900.00		.740	Do.
41	Catherine Daly.....	12,583.00		12,500.00		10.870	Do.
42	Richard Durhack.....	5,100.00		7,000.00		2.750	Do.
43	Thomas McKackney.....	500.00		500.00		.110	Do.
44	David Kelly.....	3,470.00		4,100.00		2.000	Do.
45	Thomas O'Mara.....	1,826.00		3,000.00		.680	Do.
46	Joseph Daly.....	6,187.00		7,000.00		8.300	Do.
47	John Glosco.....	750.00		1,200.00		.560	Do.
48	John Brasndlein.....	600.00		600.00		.330	Do.
49	Peter Wicklund.....	1,850.00		2,210.00		1.000	Do.
50	Barney Sitke.....	700.00		650.00		.450	Do.
51	Edward Johnson.....	350.00		400.00		.220	Do.
52	Frank Elmers.....	900.00		1,150.00		.220	Do.
53	James Boe.....	3,482.00		4,000.00		3.600	Do.
54	George McKinney.....	1,075.00		1,200.00		.450	Do.
55	Robert Kanthak.....	5,827.00		6,900.00		2.090	Do.
56	Anton Hitzl.....	7,440.00		8,652.00		8.000	Do.
57	Maria Hitzl.....	5,700.00		6,348.00		5.780	Do.
58	Edward Taggart.....	2,800.00		3,000.00		2.000	Do.
Total.....		144,589.80		157,750.00	83,920.00	98.330	
BRIDGEPORT, CONN.							
1	Estate H. G. Scofield.....	35,716.00	\$30,000.00	34,410.00		6.000	Paid.
2	Lakeview Cemetery.....	43,400.00	25,000.00	9,500.00		6.500	Do.
3	City of Bridgeport.....	30,000.00	24,500.00	22,320.00		11.100	Do.
4	E. J. Richardson estate.....	29,000.00	15,643.00	25,000.00		3.500	Do.
5	J. A. Bullard.....	3,200.00	2,000.00	3,000.00		.011	Do.
6	La Resista Corset Co.....	16,883.00	13,000.00	15,000.00		1.500	Do.
7	American Chain Co.....			978.00	3,100.00		Do.
8	Bridgeport Land & Trust Co.....	16,883.00	13,000.00	13,000.00		1.290	Do.
9	Edwin Langdon.....	3,200.00	2,000.00	3,000.00	5,000.00		Do.
10	Nora B. Edwards.....			2,750.00	5,500.00		
11	W. Le Bourdais.....			3,000.00	7,500.00		
12	A. Colomese.....	(1)	(1)	1,200.00	7,500.00		Requisition cases.
13	H. Hayden.....			1,250.00	6,800.00		
14	Arthur Platt.....			1,200.00	8,000.00		
15	Abrams & Seloff.....			200.00	800.00		
16	F. Erlander.....			250.00	1,300.00		Paid.
17	Crane Co.....	106,500.00	90,958.00	99,792.00		22.170	Do.
Total.....		286,782.00	216,101.00	235,850.00	45,500.00	52.071	
BUTLER, PA.							
1	Arabel Robinson.....	12,000.00	10,046.00	10,670.00	157,500.00		Paid.
2	Mary E. Balph.....	17,500.00	17,440.00	15,000.00	538,110.00		Do.
3	M. E. Balph et al.....	3,900.00	3,900.00	2,571.00			Do.
4	M. Mechling et al.....			1,929.00	78,822.00		Do.
5	Cottage Hill Land Co.....	8,125.00	8,125.00	7,500.00	116,480.00		Do.
6	T. Vogley et al.....	975.00	975.00	900.00	13,440.00		Do.
7	E. H. Osterling.....	325.00	325.00	275.00	4,480.00		Do.
8	J. D. Abiert.....	650.00	650.00	600.00	8,960.00		Do.
9	R. S. Headland.....	325.00	325.00	305.00	5,600.00		Do.
10	N. B. Hindman.....	650.00	650.00	600.00	8,400.00		Do.
11	Florence E. Turner.....	650.00	650.00	500.00	4,921.00		Do.
12	Chas. A. Hawk.....	650.00	650.00	600.00	9,600.00		Do.
Total.....		45,750.00	43,736.00	41,450.00	946,313.00		

¹ Requisition proceedings necessary to clear title.

Properties purchased—Continued.

Project.	Location and owner.	Appraisals.		Cost.	Approximate area.		Disposition.
		Highest.	Lowest.		Square feet.	Acres.	
CHESTER-EDDYSTONE, PA.							
1	Handle & Varbalow.....	\$2,700.00	\$2,100.00	\$2,500.00	6,000.00		Disapproved.
2	C. E. Omella.....	580.00	500.00	650.00	2,850.00		Do.
3	Philadelphia Trust Co.....	38,830.00	32,612.50	32,613.00	161,820.00		Do.
4	Ernest Harvey.....	580.00	500.00	650.00	2,400.00		Do.
5	Schuylkill Improvement Co.....	10,350.00	4,255.00	6,900.00		2.440	Do.
6	C. Deshong et al.....	11,578.00	4,731.20	10,000.00		5.789	Do.
7	Marg. McGrath.....	110,000.00	44,000.00	82,500.00		55.000	Do.
8	Springfield Water Co.....	6,000.00	4,200.00	3,750.00		12.000	Do.
9	Girard Trust Co.....	lease.		50.00			
10	Jos. Wallworth.....	lease.		200.00			
Total.....		180,618.00	92,898.70	139,813.00	173,070.00	75.229	
CHARLESTON, S. C.							
1	City of Charleston.....	86,000.00	55,500.00	11,000.00		55.000	Disapproved.
CHARLESTON, W. VA.							
1	W. D. Abney.....	30,219.00	24,408.00	30,000.00		10.170	Disapproved.
2	Kanawah Land Co.....	12,400.00	10,216.66	10,000.00		35.000	Do.
3	Baker-Myer Realty Co.....	84,730.00	32,233.00	72,000.00		13.200	Do.
Total.....		127,349.00	66,857.66	112,000.00		58.370	
CLEVELAND, OHIO (WYCKLIFFE).							
1	Wickliffe (a gift).....	Lease.		1.00			
ELIZAPETH, N. J.							
1	Watson-Whittlesey.....	126,860.00	123,340.00	4,750.00	65,441.00		Released.
2	Ed. Gillespie.....			300.00	3,300.00		Do.
3	Fred Schoonmaker.....			725.00	7,200.00		Do.
4	A. Bellaque.....			330.00	3,300.00		Do.
5	Henry Cameron.....			660.00	6,600.00		Release pending.
6	G. La Placa.....			650.00	6,600.00		Released.
7	M. Salvatore.....			650.00	6,600.00		Do.
8	M. Morris.....			800.00	5,850.00		Do.
9	J. J. Whitley.....			850.00	5,000.00		Release pending.
10	M. Urbansky.....			650.00	6,600.00		Released.
11	Mary Jordan.....			330.00	3,300.00		Do.
12	B. J. Barthold.....			325.00	2,500.00		Do.
13	E. E. Ruddy.....			325.00	2,500.00		Do.
14	Wm. Weller.....			650.00	6,600.00		Release pending.
15	J. F. Greer.....			1,000.00	9,900.00		Released.
16	L. Falkenrock.....			630.00	6,300.00		Do.
17	S. Lennon.....			1,000.00	9,900.00		Do.
18	A. Mohrman.....			900.00	5,500.00		Do.
19	I. Fitzpatrick.....			330.00	3,300.00		Do.
20	A. Cicalese.....			330.00	3,300.00		Do.
21	F. F. Shroder.....			300.00	3,300.00		Do.
22	M. Beyerle et al.....			660.00	6,600.00		Do.
23	Dermody-Sullivan.....			330.00	3,300.00		Disapproved.
24	L. K. Hilke, Jr.....			300.00	3,300.00		Do.
25	J. J. McDermott.....			315.00	3,300.00		Do.
26	A. Gillespie.....			300.00	3,300.00		Do.
27	M. Hilbell.....			1,000.00	9,900.00		Do.
28	F. Shenot.....			330.00	3,300.00		Do.
29	S. Juul.....			900.00	6,600.00		Do.
30	Watson-Whittlesey.....			600.00	6,600.00		Do.
31	Matilda Clay.....			30.00			Do.
32	F. Berkewitz.....			50.00			Do.
33	J. F. Greer.....			25.00			Do.
34	Realty Transfer Co.....			11,725.00	10,562.00	10,553.00	67,067.00		Paid.
35	G. P. Wetmore.....	37,300.00	26,605.00	35,685.00	140,700.00		Do.
36	C. P. Wetmore.....			20,550.00	194,000.00		Do.
37	A. S. Brown.....	(*)	(*)	500.00	3,300.00		Do.
38	Max Fern.....			2,100.00	19,920.00		Disapproved.
39	Peter Breidt Brewing Co.....	34,625.00	28,953.00	10,000.00	5,000.00		Do.
40	Board of Education.....	5,500.00		5,500.00	18,000.00		Paid.
41	Geo. Hinchcliffe (Kenliworth).....	150.00		150.00	1,650.00		Disapproved.
Total.....		116,160.00	95,110.00	106,363.00	668,728.00		
ERIE, PA.							
1	C. L. Barth ¹			1,250.00	9,600.00		Paid.
2	Elizabeth Barth.....	52,000.00	39,000.00	34,275.00		24.000	Do.
3	Frank Gunnison.....	175,500.00	133,000.00	173,500.00		69.549	Do.
4	C. W. Metcalf.....	74,736.00	64,636.00	72,716.00		40.398	Do.
5	George R. Metcalf.....	97,206.00	84,070.40	94,395.00		52.544	Do.
6	Edward L. Seachrist ²			1,250.00	9,600.00		Do.
7	Jacob Casselman ³			30,000.00			Do.
8	General Electric.....	52,754.00	39,565.50	39,519.00		26.3770	Payment in hands of attorney.
9	Lowry heirs ⁴	750.00	750.00	750.00			Paid.
10	A. Brevillier.....	(*)	(*)	75.00			
11	G. D. Baldwin.....	115,500.00	115,500.00	115,500.00	135,000.00		Disapproved.
12	J. D. Walker.....	34,300.00	34,300.00	34,000.00	16,170.00		Do.
13	S. W. Landis.....	28,800.00	28,800.00	27,900.00	15,000.00		Do.
14	E. E. Austin.....	6,300.00	6,300.00	6,300.00	5,445.00		Do.
15	John Sterling.....	7,500.00	7,500.00	7,900.00	6,000.00		Do.
16	Silberstein-Green.....	(*)	(*)	90.00			Do.
17	G. S. McDaniel.....	100.00	100.00	100.00			
Total.....		645,446.00	553,521.50	639,520.00	196,815.00	212.868	

¹ First 33 contracts cover site D, which was appraised as one tract.
² Site A appraised as one tract.

³ Purchased at cost to owner.
⁴ Unfinished apartment.

⁵ Purchase of leasehold.
⁶ Lease.

SUPPLEMENTAL REPORT OF THE REAL ESTATE DIVISION.

JULY 1-DECEMBER 31, 1919.

SALE OF HOUSES.

Before offering for sale any houses built by the corporation, the selling values have been appraised by boards of survey, appointed by the corporation for each project, consisting usually of a realtor as chairman, a civil engineer, a contractor or builder, and two local labor men. They were instructed to appraise the fair market value, considering that the houses are to be sold to individual home owners upon payment of at least 10 per cent cash and 1 per cent per month of the balance, including interest at 6 per cent on the amounts remaining from time to time unpaid.

The reports of these boards of survey when approved by this division were submitted to the executive committee for approval and then ratified by the board of directors, who authorized the sale of the properties at the appraised values. In considering these reports the directors have considered the estimated costs and the rental values. The appraisals which have been approved vary from 52 to 73 per cent of the costs, the directors being satisfied in each case that the difference is properly chargeable to war loss.

It was the intention of this division to sell all the houses of the corporation before this date, but the demands of the investigating committee of the subcommittee of the Senate Committee on Public Buildings and Grounds upon the corporation for reports and information, as well as the uncertainty caused by the investigation, made the carrying out of the plans of this division absolutely impossible.

As shown in the accompanying detailed reports, selling campaigns of houses have been started in the Rock Island district, Bridgeport, New Brunswick, Pompton Lakes, and Aberdeen projects. The sales in the Rock Island district were the first authorized, and the terms of sale offered were easier than those since offered elsewhere, in that initial monthly payments of about \$10 a month more than the monthly rental were allowed upon a contract calling for delivery of a deed when such payments should amount to 10 per cent of the purchase price. A few such contracts have been recommended for approval in other districts where special circumstances seem to warrant them. The board of directors also authorized the selling representatives to accept Liberty

bonds at par up to 10 per cent of the sales price, provided they were satisfied that the bonds were purchased by the owners at par, the sales contracts being made to show the sale to be made in consideration of part cash and part Liberty bonds.

The general plan of a selling campaign has been to appoint a selling representative and authorize him to sell a certain project at the appraised values and giving him authority to employ necessary assistants and to incur necessary expenses, all expenses to be paid from the proceeds of the sales. Plans are made to keep the total cost of the sales below 5 per cent of the amount of the sales. Copies of instructions to selling representatives and sales contracts are here given, which show the detailed plans of the campaigns and sales. This division has drafted uniform skeleton forms of deeds and mortgages to be used in the sale of houses, but they have not yet been approved.

Every project presents its own individual problems, just as the value of a house varies according to its location. In the Rock Island district all the tenants had been well educated to the idea of eventually buying the houses, and the majority bought the houses they occupied, whereas in Bridgeport, Conn., the tenants had not been so educated and a very aggressive campaign had to be carried on to make any sales.

The results to date of the sales show that the prices have not been placed too high and the good will of local real-estate owners show that they have not been placed too low. In the opinion of this division it would be as great a wrong to the country to sell the houses for less than a fair market value as it would be to hold them for too high a price, for the need for houses is so great that real estate values must not be depreciated. The fact that most of the purchasers never before owned houses or probably even contemplated buying houses called for the services of expert salesmen, this division being satisfied that very few houses would be sold to individual home owners if simply placed upon the market at a fair market value. The education resulting in the purchase of homes is considered one of the best by-products of the work of the corporation.

This division still believes that the Government should not build any more houses, unless another



NORFOLK DISTRICT.
Cradock (Portsmouth), Va.
Type C-3, Six-room Detached House.

E

B

J



C

B

J



NORFOLK DISTRICT.
Truxtun (Portsmouth), Va.
Types B, C, E, and J, Five-room Houses.
(For colored workmen.)

similar emergency should arise, and that it should not continue to own houses. It does believe, however, that the real estate bought and sold by the Government should be bought and sold through experts at fair market values in order that the people of this country should no longer think that they can sell land to the Government at exorbitant figures and that they can buy it at bargain prices. This country to-day needs more houses, but the cost of building houses having increased about 70 per cent in six years, investors are not going to build until the people are willing to buy the houses at a fair profit or pay an adequate rental. As most of the people of the country are tenants instead of home owners, there is an opportunity for the Government to educate the people regarding the sale and rental values of real estate and thus make it possible for investors to build to meet the needs of the country. This division is trying to bear these points in mind while selling the houses of the corporation.

DISPOSAL OF VACANT LAND.

The work of the division since July 1, 1919, has consisted chiefly of completing settlements of contracts and requisition proceedings for land previously acquired, appraising the completed projects, and organizing and starting a selling program. Reports are annexed showing the progress made in each of said activities.

The most difficult problems of settlement for properties acquired have been those arising out of the requisition of lands in southeast Washington, and Glenwood Park, Norfolk, Va. In both cases the former owners objected to the amounts of compensation awarded and in most instances refused to settle upon the terms offered. In the case of Washington,

some improvements had been made, such as grading, the laying of foundations, the installing of sewers and water mains, and the building of temporary dormitories and a cafeteria on part of the land, but in Glenwood Park no work was done. The improvements on the Washington properties were appraised and the former owners were offered the privilege of accepting the compensation awarded or receiving reconveyance upon payment for the improvements. This resulted in a few more settlements, but the reconveyances have been delayed by difficulty in getting the titles examined and their defects remedied. The former owners of the Glenwood Park lots were offered either compensation or reconveyance, and although most of them considered the compensation inadequate the owners of only 96 lots out of 1,006 lots requisitioned have agreed to accept reconveyances. In this case also the delays have been chiefly due to difficulties regarding examination and settlement of titles. All the lands retained in southeast Washington and the improvements thereon have been advertised for sale upon sealed bids January 15, 1920, and a committee of four realtors of Washington has been appointed to stimulate the sale and to advise this division regarding the acceptance of the bids. Plans have also been made for the public sale by auction or under sealed bids of all the lots in Glenwood Park whose owners have not requested reconveyance.

In selling vacant unimproved lands the policy of this division has been to offer the lands for sale upon sealed bids after reasonable efforts have been made through selling representatives to obtain the best possible offers. When an offer has been received which seems to this division to be fair, the land is advertised for sale upon sealed bids to be opened on a specified date.

Settlements for property acquired by contract to Dec. 31, 1919.

Former owner.	Cost.	Disposition, Dec. 31, 1919.	Former owner.	Cost.	Disposition, Dec. 31, 1919.
BETHLEHEM, PA.			ERIE, PA.		
Saucon Land & Improvement Co. (lease)...	\$1,600.00	Paid and released.	General Electric Co.....	\$39,519.00	Paid.
BREMERTON, WASH.			G. S. Daniels.....	100.00	Do.
W. L. Griffith.....	425.00	Paid.	A. Brevellier (lease).....		Released.
F. Busher.....	425.00	Do.	GLENWOOD PARK, VA.		
Suquamish Land Co.....	550.00	Do.	City of Norfolk (lease).....		Canceled.
W. D. Steinman.....	1,300.00	Canceled.	HAMMOND, IND.		
Chas. Elde.....	1,400.00	Paid.	Lyndora Land Improvement Co.....	168,556.00	Settlement pending.
David Vaughn.....	2,000.00	Do.	ILION, N. Y.		
Carrie Rial.....	8,000.00	Do.	G. Schwaiger.....	2,133.00	Canceled.
Kiteap Hotel Co.....	1,600.00	Do.	Martin Delaney.....	370.00	Disapproved.
State Bank of Charleston.....	1,300.00	Do.	MARE ISLAND, CALIF.		
CHESTER, PA.			Johanna Adem.....	2,340.00	Canceled.
Girard Trust Co. (monthly leases).....		Canceled.	Vallejo Land & Improvement Co.....	18,001.00	Paid.
J. Wallworth (monthly leases).....		Do.	Do.....	82.90	Do.
ELIZABETH, N. J.			L. G. Harrier.....	301.00	Do.
Henry Cameron.....	660.00	Do.			
J. J. Whitley.....	850.00	Do.			
Wm. Weller.....	650.00	Do.			

¹ Includes utilities.

REPORT UNITED STATES HOUSING CORPORATION.

Settlements for property acquired by contract to Dec. 31, 1919—Continued.

Former owner.	Cost.	Disposition, Dec. 31, 1919.	Former owner.	Cost.	Disposition, Dec. 31, 1919.
NEW CASTLE, DEL.			SEVEN PINES, VA.		
J. C. McComb.....	\$5,550.00	Requisitioned.	Ira Watson.....	\$1,800.00	Canceled.
Do.....	100.00	Do.	WASHINGTON, D. C.		
NEWPORT NEWS, VA.			Julia F. Cole.....	700.00	Canceled.
W. P. Wilkins.....	800.00	Canceled.	Homer F. Tenny.....	242.80	Do.
W. K. Sibley.....	2,000.00	Do.	Elizabeth Tough.....	1,584.00	Paid.
NIAGARA FALLS, N. Y.			N. E. Ryan.....	316.00	Canceled.
Alex. Williams.....	600.00	Paid.	S. Huggins.....	1,025.00	Do.
NILES, OHIO.			Mary Wadham.....	528.00	Do.
Fred D. Stein.....	8,524.00	Requisitioned.	J. L. McPherson.....	6,000.00	Paid.
QUINCY, MASS.¹			Jas. Greenfield.....	2,500.00	Do.
Bell & Nelson.....		Not paid.	WATERBURY, CONN.		
Holden & Holden.....		Do.	Ed. Moran.....	250.00	Canceled.
C. Mosher.....		Do.	Annie Moran.....	250.00	Do.
A. P. Baben.....		Do.	Helen Chase.....	1.00	Do.
			WATERTOWN, N. Y.		
			Anna A. Gray.....	350.00	Requisitioned.

¹ Small lots needed to round out project.

Settlements for property acquired by requisition, to Dec. 31, 1919.

Former owner.	Award.	Disposition, Dec. 31, 1919.	Former owner.	Award.	Disposition, Dec. 31, 1919.
BRIDGEPORT, CONN.			ROCK ISLAND DISTRICT—continued.		
Bridgeport Trust Co.....	\$13,599.98	Paid.	East Moline.		
Joseph Rusky.....	1,200.00	Do.	Chas. F. Radden.....	\$57,000.00	Paid.
E. R. and A. K. Volderauer.....	1,200.00	Do.	SEVEN PINES, VA.		
Rosie Royak.....	3,450.00	Do.	Jno. Bragg.....	408.00	Paid.
A. M. Volderauer.....	1,324.00	Do.	WARREN, OHIO.		
G. P. Antanality.....	642.50	Do.	D. I. Gould et al.....	1,750.00	Paid.
Annpras Cimelus.....	642.50	Do.	WASHINGTON, D. C.		
Joseph Jacob.....	800.00	Do.	Navy yard.		
Casper Harmonot.....	800.00	Do.	William S. Pellows.....	5,400.00	Paid.
Frank Bratz.....	750.00	Do.	Sue K. Harrison.....	6,117.00	Do.
Anton Heil.....	1,200.00	Do.	Eugene A. Smith.....	906.00	Do.
Joseph H. Dieringer.....	1,500.00	Do.	Appleton P. Clark, jr.....	3,732.00	Do.
Bertha B. Bonyman.....	1,000.00	Do.	Leonard A. Hamilton.....	950.00	Do.
Bertha Gessen.....	1,000.00	Do.	Valentine McNally.....	3,764.00	Do.
Anna Keenan.....	1,000.00	Do.	William C. Steirlin.....	4,714.00	Do.
Helen C. Maguire.....	500.00	Do.	Robert Craig et al.....	4,711.00	Do.
John Burnweit et al.....	1,275.00	Do.	Elmer T. Hantt.....	917.00	Do.
Herman Jackie.....	1,200.00	Do.	Herbert W. T. Jenner.....	1,753.00	Do.
Jacob and Philippina Baisch.....	775.00	Do.	Henry Kanneck.....	717.00	Do.
Louis and E. C. Atwood.....	1,125.00	Do.	Mary J. Williamson.....	1,702.00	Do.
Mike Pericsky.....	875.00	Do.	Robert Duval et al.....	2,549.00	Reconveyed.
John Zotyck.....	875.00	Do.	Horace W. Eaton.....	1,762.00	Paid.
Julia Polakevych.....	1,175.00	Do.	Geo. Y. Worthington.....	4,594.00	Part paid and part reconveyed.
Bridgeport Housing Co.....	5,400.01	Do.	Fred S. Smith.....	3,629.00	Reconveyed.
Joseph Salamon.....	1,100.00	Do.	Ellen E. Paine.....	1,782.00	Paid.
A. W. Burritt.....	1,200.00	Do.	Francis S. Melhenny.....	1,023.00	Reconveyed.
Arville E. Knowles.....	1,200.00	Do.	Joseph F. Mulhall.....	398.00	Do.
W. J. and M. W. Avery.....	1,200.00	Do.	Wilbur F. Nash.....	3,799.00	Paid.
Elsie M. Weihe.....	1,200.00	Do.	Twenty-first and B Streets.		
Alex. Demontes.....	1,150.00	Do.	John J. and M. Shirley.....	7,039.10	Reconveyed.
David T. Tenonkes.....	1,550.00	Do.	N. E. Shea.....	49,422.05	Do.
Joseph A. Taylor.....	30,000.00	75 per cent paid.	Arthur L. Smith.....	2,403.45	Do.
Nora B. Edwards.....	2,750.00	Paid.	Martha H. Berry.....	4,099.67	Paid.
Arthur and Della Pratt.....	1,200.00	Do.	Neille M. L. Jenkins.....	4,694.00	Reconveyed.
Hannah Hayden.....	1,250.00	Do.	Henry M. Conzer et al.....	2,435.10	Do.
NIAGARA FALLS, N. Y.			Do.....	3,003.71	Do.
Francis Thompson.....	405.00	Paid.	William H. Oliver et al.....	4,573.56	Do.
Julia M. Thayer.....	5,874.34	Do.	Emma L. Sullivan.....	2,760.00	Do.
NORFOLK, VA.			John K. Pfeil estate.....	13,765.63	Do.
Cradock.			Tobias W. Spicer.....	1,283.00	Paid.
Jno. T. Griffin.....	10,430.00	Paid.	Edith Howe et al.....	4,094.00	Reconveyed.
Portsmouth.			Jo'n H. Nelson.....	4,237.00	Do.
O. L. Williams et al. (Ferry).....	132,495.00		Sadie Carothers et al.....	2,064.00	Paid.
Glenwood Park.			Arthur T. Brice.....	4,137.00	Reconveyed.
W. W. Hutchinson.....	175.00	Paid.	Lilly C. Stone et al.....	3,844.00	75 per cent paid.
QUINCY, MASS.			SEVEN PINES, VA.		
Dormitories.			S. I. Llewellyn.....		Right of way requisitioned.
Francis Fahy.....	6,300.00	Paid.	NORFOLK, VA.		
ROCK ISLAND DISTRICT.			Southern R. R.....		Right of way requisitioned.
Davenport, Iowa.			Virginian R. R.....		Do.
Geo. Turner.....	5,285.70	Paid.			
N. E. Cress.....	2,800.00	Do.			

SUMMARY OF PROPERTIES RETAINED.

Estimated value of real properties owned Jan. 1, 1920, including those sold for the sale of which contracts have not yet been executed and approved.

Project.	Description.	Estimated value.	Project.	Description.	Estimated value.
Aberdeen, Md.	70 houses, 8 acres, street improvements.	\$277,480.00	New Brunswick, N. J.	157 houses.	\$619,307.00
Alliance, Ohio:			New London, Conn.	116 houses, 1 old house, 47 lots, vacant land.	450,225.00
Northwest site.	48 lots.	11,760.00	Newport, R. I.	48 houses, 20 lots.	169,700.00
Southeast site.	89 houses, 54 lots, 18 acres land.	373,983.65	Niagara Falls, N. Y.	209 new houses, 5 old houses, 5 lots.	374,400.00
Bath, Me.	86 houses.	299,443.09	Niles, Ohio.	75 houses, 9½ acres vacant land.	229,000.00
	1 lot.	641.84	Norfolk, Va.:		
Bethlehem, Pa.	370.886 acres partly improved.	617,370.00	Craddock.	655 houses, apartment, and 12 stores.	2,500,000.00
Bremerton, Wash.	245 houses, 1 hotel, 1 apartment.	1,908,000.00	Truxton.	253 houses, 5 stores, vacant land.	535,600.00
Bridgeport, Conn.:			Glenwood Park.	1,029 lots, 6 houses.	218,810.00
Black Rock.	36 apartment houses.	499,200.00	Philadelphia, Pa. (navy yard).	634 houses, 16 stores.	2,500,000.00
Connecticut Avenue.	18 apartment houses.	228,240.00	Portsmouth, N. H.	135 acres.	22,700.00
Crane tract.	257 houses.	567,560.00		3 hotels.	75,000.00
Mill Green and Cemetery extension.	172 houses and 1 vacant lot.	665,130.00	Quincy, Mass.:		
Grasmere.	75 houses.	298,005.00	Arnold site.	126 houses.	517,700.00
Butler, Pa.	133 lots, 1 house.	41,450.00	River Street.	62 houses.	254,500.00
Charleston, W. Va.	85 houses.	330,000.00	Baker Basin.	232 houses.	723,224.00
Elizabeth, N. J.:			Dormitory.	Land and improvements.	90,000.00
Site B.	453,000 square feet.	62,603.00	Rock Island district:		
Schoolhouse site.	1 lot and improvements.	15,000.00	Rock Island.	217 houses.	567,580.00
Kenilworth.	189,570 square feet.	9,370.00	Moline.	98 houses.	284,050.00
Erie, Pa.:			East Moline.	102 houses.	180,860.00
East and west tract.	317 houses.	1,505,000.00	Davenport.	179 houses, 16.62 acres.	718,305.00
South tract.	113,303 acres.	203,886.00	Seven Pines, Va.	1,378,080 square feet and 126 acres.	84,155.00
Groton, Conn.	25 houses.	86,550.00	Sharon, Pa.	788 acres.	31,520.00
Hammond, Ind.	185 houses.	550,000.00	Staten Island, N. Y.	438,618 square feet.	24,750.00
Ilion, N. Y.	56 lots.	19,384.00	Warren, Ohio.	48 lots.	13,350.00
Jamestown, R. I.	14 lots.	2,625.00	Washington, D. C.:		
Lowell, Mass.:			Navy yard.	141 lots and improvements.	165,863.00
High Street site.	73½ lots.	22,076.00	Twenty-first and B Streets.	4 lots and improvements.	27,822.00
Livingston site.	29 lots.	13,921.59	Watervliet, N. Y.	93 lots and 2 houses.	29,750.00
Mare Island, Calif.	22 houses, garage, dormitories, and cafeteria.	1,000,000.00	Waterbury, Conn.	80 lots and 61 houses.	268,815.00
			Watertown, N. Y.	81 lots and 115 houses.	352,460.00

¹ Plus cost of utilities.

INSTRUCTIONS TO SELLING REPRESENTATIVES.

GENERAL.

As selling representative of the Real Estate Division of the United States Housing Corporation, you are hereby directed to proceed at once to..... and authorized to negotiate the sale of the several parcels of real estate owned by the United States Housing Corporation and by the United States of America, listed and particularly described in the Return of the Board of Survey for the Project, hereto annexed.

HEADQUARTERS.

You will make your headquarters at the office of the United States Housing Corporation at..... and avail yourself fully of the facilities at the command of the Operating Division.

COUNSEL.

The local attorneys, with whom you will advise and cooperate when necessary, are.....

SALE OF IMPROVED PROPERTIES.

Improved properties are to be sold to buyers for their own use and occupancy at the figures returned by the Board of Survey and approved by the corporation.

Before offering the properties to the general public they must be offered by the operating representative to the tenants, and two weeks priority in right of purchase must be extended such tenants.

In order to encourage and facilitate sales to tenants, you are requested to recommend to the operating representative the temporary employment of experienced salesmen and such other clerical assistants as you may find necessary to assist the Operating Division in negotiating such sales.

During the period that sales to the tenants are being negotiated you are authorized to advertise the properties and to take such measures as you may deem advisable to stimulate interest and to obtain prospective purchasers; but you will under no circumstances

show occupied houses to prospective purchasers until after the option to purchase extended to tenants has expired. You are requested not to feature in your advertising the fact that tenants are given first right of purchase.

Where tenants decline to purchase, care and tact must be used in securing possession of the properties they occupy, and such tenants are to be given assistance in locating elsewhere.

TERMS OF SALE—IMPROVED PROPERTIES.

Improved properties should be sold for cash whenever possible. They may be offered, however, on the following terms of partial payment:

10 per cent cash upon the execution of contract;

90 per cent in equal monthly installments of 1 per cent, which shall include interest at 6 per cent per annum, computed monthly upon the balances from time to time remaining unpaid;

Purchaser to pay all taxes and assessments as they become due and payable and to keep the properties insured in an amount equal to 80 per cent of the purchase price for the benefit of the United States Housing Corporation, its successors or assigns.

Purchasers should always be advised and encouraged to pay cash, through the assistance of a building and loan association or bank, or to pay more than 10 per cent cash and more than 1 per cent per month against their indebtedness.

SALE OF VACANT LOTS AND LANDS.

Vacant lots and lands may be sold for not less than the prices specifically authorized, but in selling care must be exercised to avoid sales which may result in depreciating the value of neighboring improved properties.

If vacant lands have not been appraised by the Board of Survey, they should be offered publicly for sale either under sealed bids or at auction, provided a guarantee of a minimum bid equal to the price paid for the land by the corporation has been secured.

TERMS OF SALE—VACANT LOTS AND LANDS.

All vacant lots and lands should be sold for cash, whenever possible. They may be offered, however, on the following terms of partial payment:

20 per cent cash upon the execution of contract;

80 per cent in equal semiannual installments of 10 per cent, together with interest at 6 per cent per annum, computed semi-annually upon the balances from time to time remaining unpaid;

Purchasers to pay all taxes and assessments as they become due and payable.

RESTRICTIONS.

It is desirable that all improved properties and the vacant lots and lands immediately contiguous to them, should be sold subject to reasonable building restrictions, and such restrictions as run with the land must be incorporated in all descriptions.

Where there are no restrictions or the present restrictions in your opinion are inadequate, you are to advise the manager of the Real Estate Division of the nature of the restrictions you deem to be necessary and such restrictions will be authorized upon his approval. A form of building restriction has been incorporated in one form of contract and deed.

The placing of restrictions on vacant lots and lands not contiguous to our improved property is discouraged, but you are to advise the Real Estate Division whenever you consider that restrictions would be advantageous to the sale of the property.

CLOSING OF SALES.

Deeds will be executed and delivered to purchasers upon receipt of the stipulated down payment and a note in special partial payment form—secured by purchase-money mortgage or deed of trust in accordance with terms of sale—taken back for the balance of the purchase price.

FORMS.

Standard forms prepared by the United States Housing Corporation must be used for all purposes, copies of which are attached for your convenience and guidance, as follows:

Offer to purchase real estate.

Contract for sale of real estate (with general restrictions).

Contract for sale of real estate (without general restrictions).

Deed from the United States of America (with general restrictions).

Deed from the United States of America (without general restrictions).

Deed from the United States Housing Corporation (with general restrictions).

Deed from the United States Housing Corporation (without general restrictions).

Mortgage deed.

Mortgage note.

Inventory card.

Daily report.

Return of selling representative. Form C.

Return of selling representative. Form M.

OFFERS TO PURCHASE.

Offers to purchase may be used by the selling representative, his salesmen and sales agents, and by the operating representative and his associates. Its purpose is to enable the corporation to eliminate undesirable prospective buyers and to close with desirable prospective buyers upon a small cash payment, pending the drawing and execution of contracts, deeds, and mortgages with more formality and particularity. The back of the form of the offer to purchase should be used to record references and all necessary information in respect to prospective buyers and it is important

to record the name of the salesman or agent who secured the offer in order that compensation for the service may be readily determined. The space just at the end of the offer to purchase should be used for particular conditions agreed upon, and when it is necessary by law to furnish an abstract, certificate, or statement of title.

Offers to purchase are to be drawn and executed in quadruplicate—the white copy for the purchaser; the yellow copy for the local attorneys, and the blue and pink copies to be retained by the project office. All the copies are ultimately to be returned to Washington.

CONTRACT FOR SALE OF REAL ESTATE.

Contracts to purchase should be drawn with as much care as a deed and should contain a full description of the property and a clear statement of all restrictions, easements and encumbrances, if any.

Installments, although based on percentages, should always be expressed in round figures and show the monthly payments required in exact amounts.

If the Housing Corporation received warranty deeds for the properties to be conveyed and it is the custom of the community to give such deeds, the word "special" before "warranty" should be stricken out. If the laws of the State require the seller to furnish the purchaser with an abstract, certificate, or statement of title, such abstract, certificate, or statement should be provided.

When contracts are executed, they should be sent to Washington for approval. All contracts are to be drawn and executed in quadruplicate—the yellow copy for the local attorneys; the white copy for the purchaser, and the pink and blue copies for Washington. The yellow and white copies will be returned to the project after approval by the corporation.

DEEDS.

Deeds should be drawn by you, approved by our local attorneys, and sent to Washington for execution at the same time that the contracts are sent for approval. Deeds are provided in skeleton form and are to be filled out in accordance with local laws and customs; where the corporation received a warranty deed it will give a warranty deed, and where it received a special warranty or quitclaim deed it will give a special warranty or quitclaim deed. Where property was obtained by requisition, either a warranty, special warranty, or quitclaim deed will probably be given in accordance with local laws and customs. Such additions and amendments as may be necessary to adapt the skeleton forms of deed to the requirements of local laws and customs must be submitted to the Real Estate Division and approved before being incorporated in the final draft of said deeds.

All deeds are to be drawn in quadruplicate, but the original only is to be ultimately executed—the yellow copy for the local attorneys; the white copy for execution by the corporation and ultimate delivery to the purchaser, and the blue and pink copies for Washington.

MORTGAGE NOTES AND MORTGAGE DEEDS.

Mortgage notes and deeds should be drawn by you, approved by our local attorneys, and sent to Washington for approval at the same time that the contracts and deeds are sent.

All mortgage notes and mortgage deeds are to be drawn in quadruplicate, but the original only is to be ultimately executed—the yellow copy for the local attorney; the white copy for execution and ultimate delivery to the corporation by the purchaser, and the blue and pink copies for Washington.

INVENTORY CARDS.

An inventory card should be made up at once from the report of the Board of Survey for each parcel of property. On the one side

should appear the street number of the parcel, together with an accurate legal description and a definite reference to such restrictions as have been authorized. On the other side should appear the inventory value of the parcel, covering utilities, grounds, buildings, structures, equipment and furnishings.

SALESMEN AND SALES AGENTS.

You are authorized to employ salesmen and to appoint sales agents to assist you in selling, and the active cooperation of the realtors of the district should be secured wherever possible.

TRANSPORTATION EXPENSES.

In addition to the compensation provided in your certificate of appointment you will be allowed necessary transportation and in so far as possible you should secure it through transportation requests, which will be furnished you from time to time upon application. If for any reason you are under the necessity of paying cash for transportation, make use of tax exemption blanks, which will be furnished you; the Government can not refund tax payments. You will be expected to make a careful return of transportation requests used and of all cash payments in connection with transportation, on vouchers provided for such returns, and you are advised to retain and return with such vouchers all subvouchers and other evidence of cash disbursements, such as Pullman coupons, receipts, etc.

OTHER SELLING EXPENSES.

Compensation to salesmen employed by the operating representative will be upon a per diem basis and no further compensation will be allowed on sales made through such operating representative.

Compensation to salesmen and sales agents employed by the selling representative will be upon a fee basis and in no event shall such fee exceed 2 per cent of individual sales made, and in no event shall any compensation be paid for sales that for any reason are disapproved by the corporation.

You will also be furnished with stationery and franked envelopes, together with identification cards issued by the Western Union and Postal Telegraph Companies enabling you to transmit official business at Government rates for the account of the corporation.

Expenses for advertising and incidentals may be incurred up to an amount equal to one-quarter of 1 per cent of the appraised value of the properties to be sold.

FIRE INSURANCE.

The improved properties of the corporation are insured at present under blanket policies which will be curtailed as individual properties are sold.

Purchasers will be expected and required to procure their own policies of insurance in companies satisfactory to the corporation and such policies will be held in escrow pending the payment of mortgage and other indebtedness.

As a protection to buyers, you are requested to have the individual properties, comprising your project, surveyed and rated by the inspection and rating bureau maintained in the district by the insurance underwriters, and to return the schedule showing how rates will be based, to the manager of the Insurance Division for his review and approval.

It is desirable that all policies be taken out for a term of not less than three years. Loss, if any, must be made payable to the corporation as its interest may appear.

RETURNS BY SELLING REPRESENTATIVE.

Daily reports should be sent to the manager of the Real Estate Division on Daily Report Form No. 24. Contracts for the sale of real estate, accompanied by drafts of final deeds, notes, and mort-

gages, submitted for execution or approval, should be transmitted on return of selling representative—Form C.

Notes and recorded mortgages, accompanied by all four copies of offers to purchase, purchaser's copy of contract (surrendered upon delivery of deed), policies of insurance, and abstracts of title, if any, should be transmitted on return of selling representative—Form M.

Attention is called to the receipt for papers on this form, which should be signed by purchaser.

RETURNS BY CORPORATION.

Contracts, together with deeds, purchase money notes and mortgages, submitted for execution or approval, will be examined as expeditiously as possible by the corporation and returned to you at the earliest possible moment, with instructions for the final closing of the sale.

BOND.

The corporation will bond you in the sum of \$10,000. A bond in form required is inclosed herewith and should be signed and returned to this office without delay.

MONEYS RECEIVED AND REFUNDED.

All moneys received, except moneys accompanying offers to purchase, must be deposited daily and without delay in the "Depository, United States Housing Corporation." This fund is subject only to the draft of the corporation.

Moneys accompanying offers to purchase must be deposited daily without delay as a special fund in another bank in the name of the United States Housing Corporation. This fund must be made subject to the draft of the corporation and your order as selling representative, and must be drawn upon only in redemption of outstanding offers to purchase.

ACCOUNTING.

All expenses in connection with the sales campaign will be paid from the Washington office immediately upon presentation of proper vouchers, which will be executed in triplicate; the original and duplicate copies to be sent to Washington and the other copy to be retained by the operating representative for incorporation into the general books of the project.

All expenses for personal services *except those furnished on a fixed fee basis* must be made out on Voucher Form H. B. No. 28.

All expenses for services furnished upon a fixed fee or contract and for services other than personal (rent, light, heating, printing, telephone, etc.) must be made out on Form H. B. No. 21.

All personal expense accounts must be made out on Form Gen. No. 32.

When making cash payments for expenses, receipts should be obtained in duplicate, wherever possible, and *these should be made out to you; and not to the United States Housing Corporation.*

Vouchers and expense accounts should be sent to the manager of the Real Estate Division for approval and transmittal to the Fiscal Division for payment.

The Cost Accounting Division of the corporation will advise you more fully in respect to further details of accounting.

FINALLY.

In the absence of direct authorization, you will naturally refrain from committing the corporation in matters of policy. Suggestions and recommendations will be welcomed and you will keep in close touch with the Real Estate Division at all times.

You have the full confidence of the corporation and its best wishes for the successful conclusion of your work.

MANAGER, REAL ESTATE DIVISION.

FORMS USED IN SALE OF REAL ESTATE.

Offer to purchase real estate.

....., 1919.
Place. Date.

TO THE UNITED STATES HOUSING CORPORATION.

I (We) hereby propose to purchase from your corporation, subject to the restrictions and conditions contained in your contracts, the following described property..... in the city of....., State of....., for the sum ofdollars, payable.....dollars herewith,dollars on or before the first day of....., 1919, and.....dollars on or before the first day of each and every month thereafter until the principal sum of.....dollars has been fully paid with interest at the rate of six per cent (6%) per annum figured monthly upon the principal sums from time to time remaining unpaid; all payments to be applied first to interest.

If this proposition is approved I (we) agree to pay all taxes and assessments or other local charges that may become due and payable against said property subsequent to.....and to keep the same fully insured in favor of the United States Housing Corporation.

The representations set out in the reference record on the back hereof are made a part of this offer.

It is understood that if this proposition is not approved the money this day paid is to be refunded.

Witness:

Accepted:

Subject to the approval of the
U. S. Housing Corporation.

.....
Selling Representative.

Reference record.

Name.....
Address.....
Business.....
Name and address of employer.....
Name and address of present landlord.....
Applicant has lived at present address.....years.
References submitted (at least three):
.....
.....
.....
Remarks.....
Name and address of applicant's broker.....
Application received by.....
Name. Title.

Contract for sale of real estate.

This agreement, made this the day of, A. D. 19.., by and between the United States Housing Corporation, a corporation duly organized and existing under and by virtue of the laws of the State of, acting by authority of the President of the United States and the Secretary of Labor, and also acting as the duly authorized agent of the United States of America for the purposes herein set forth, and having its principal place of business in the City of Washington, in the District of Columbia (both hereinafter called the seller), party of the first part, and of the of, in the County of, State of,

whose place of business is at (hereinafter designated as the purchaser), party of the second part;

Witnesseth, that said purchaser hereby agrees to purchase from the seller, and said seller hereby agrees to sell to said purchaser, all that certain piece or parcel of land, together with all buildings and improvements thereon, and all appurtenances and rights thereto belonging or appertaining, situate in the of, County of, and State of, known and described as follows:.....

Subject to the express covenants and conditions that the purchaser, h. heirs or assigns, shall not at any time prior to January 1, 1935, erect, cause or procure, permit or suffer, to be erected upon the herein described premises or any part thereof any building to be used or occupied for any other purpose than a private residence or dwelling house, and any private residence or dwelling house erected upon said land shall cost not less than \$....., but at the same time or at any time after erecting such a dwelling, necessary and suitable private garages and outbuildings may be erected on the rear part of the lot, and in case of corner lots back of a line feet distance from the side line of such corner lot, at such cost as the purchaser may choose, and no building or part thereof excepting verandas, steps, and bay windows shall hereafter be erected on any part of said premises within feet of the front line thereof which said several covenants shall attach to and run with the land.

Provided, and upon the terms and conditions, nevertheless, that the said purchaser pay to the said seller for the said property the principal sum of dollars (\$.....), payable as follows: The sum of dollars (\$.....) on the execution of this agreement, dollars on or before the day of, 19.., and a like sum of dollars (\$.....) on or before the day of each and every month thereafter until the principal sum has been fully paid, including interest figured at six per centum (6%) per annum payable upon the principal sums from time to time remaining unpaid, all payments to be applied first to interest, the balance to principal.

When dollars (\$.....) of said principal has been thus paid the seller agrees to execute and deliver to said purchaser a good and sufficient special warranty deed for said property free from all encumbrances except as herein mentioned, and the purchaser agrees to execute and deliver to said seller a note or notes with a good and sufficient mortgage or trust deed for such property to secure payment of the balance of the purchase price in accordance with the terms of this contract.

It is agreed that the Seller shall give a good and marketable title to said property hereinabove described, and upon failure to do so all payments made as aforesaid shall be returned to said purchaser, and this contract shall thereupon become null and void, and the seller shall not be liable for the costs of any abstract, certificate, or report upon title procured by the purchaser; nor shall said seller be liable to the purchaser for damages on account of the failure of the seller to give good title as aforesaid.

In case of default by the purchaser in the performance of the terms and conditions of this agreement, and such default shall continue for thirty (30) days, all payments made hereon as aforesaid shall at the option of the seller be retained by said seller as liquidated damages; whereupon the purchaser shall be relieved of and from any further liability or obligation under this agreement.

Said purchaser hereby covenants and agrees to keep said premises in as good condition and repair as the same now are during the period covered by this contract, ordinary wear and tear excepted, and to make good any loss, damage, or injury which said premises sustain while held under the terms of this contract, except such loss as may be paid for by insurance companies on account of any fire that may injure or destroy said building.

The purchaser agrees to keep all buildings on the aforesaid premises insured in a company or companies satisfactory to and for the benefit of the seller for at least the insurable value of said building, said policy or policies to be held by the seller until the purchase price is entirely paid.

And it is further agreed that all taxes, assessments, water rentals, insurance, and rents shall be apportioned and adjusted between the parties hereto as of the date of this contract and all general taxes and special assessments, or installments thereof, which hereinafter become due and payable shall be paid by the purchaser; that said property is expressly sold, and agreed to be sold, subject to any and all existing monthly or other tenancies, which the purchaser hereby assumes; and that no sale, assignments, transfer, or pledge of this contract shall in any manner be binding upon said seller without its previous written consent to such sale, assignment, transfer, or pledge.

And in case the purchaser fails to pay any and all taxes, special assessments, or insurance premiums or any part thereof whenever and as soon as the same shall become due and payable, and the seller shall pay any and all such taxes, assessments or insurance premiums the amount of any and all such payments shall thereupon become additional consideration for the premises herein agreed to be conveyed and shall immediately become due and payable from the said purchaser.

The purchaser further agrees that in case he shall not make the payments above mentioned on the dates they are respectively payable he shall pay interest at the rate of six per centum (6%) per annum on the amount remaining unpaid and past due on this contract and on all taxes, assessments, and insurance premiums paid by the seller. Time is of the essence of this contract and of all the provisions thereof.

It is further understood and agreed that all and singular the terms, provisions, conditions, and agreements herein contained shall be alike binding upon the heirs, executors, administrators, successors, and assigns, of the respective parties hereto.

Witness the signature and seals of the parties hereto the day and year first above written.

Witness: (SEAL)
..... (SEAL)

(1)
UNITED STATES HOUSING CORPORATION,
By
President.

Witness:
(2)

TABLE OF HOUSES SOLD.

Houses sold by contract.

BRIDGEPORT, CONN.

Purchaser.	Premises.	Price.	Terms.	
			Cash.	Per month.
GRASMERE SITE.				
Lester H. White.....	31 Plum St.....	\$4,750.00	\$475.00	\$42.75
Lee Davis.....	18-20 Longview Ave.....	6,900.00	700.00	62.00
Raymond R. and Male Freeman.....	24-6 Longview Ave.....	7,000.00	700.00	63.00
Mary Andrzejewski.....	109-11 Grasmere Ave.....	7,100.00	710.00	63.90
Coleman Phillips.....	25-7 Roanoke Ave.....	8,300.00	830.00	74.70
Anton and Ingeborg Buck	63 Grasmere Ave.....	4,550.00	455.00	40.95
Chas. H. W. Weems.....	65 Grasmere Ave.....	4,300.00	430.00	38.70
Victor and Cathren Olsen.....	78-80 Grasmere Ave.....	7,700.00	770.00	69.30
Walter Witkovsky.....	24-6 Kings Highway.....	6,700.00	670.00	60.30

Houses sold by contract—Continued.

BRIDGEPORT, CONN.—Continued.

Purchaser.	Premises.	Price.	Terms.	
			Cash.	Per month.
GRASMERE SITE—CON.				
Violet E. and Wm. B. McNaughton.	72-4 Roanoke Ave.....	\$8,400.00	\$840.00	\$75.60
Mary Hope.....	30-2 Longview Ave.....	6,900.00	900.00	60.00
Peter Garvin.....	77-9 Roanoke Ave.....	7,000.00	700.00	63.00
Emilius L. and Lena Marottoli.....	12 Longview Ave. and 41 Grasmere Ave.....	7,450.00	750.00	67.00
George H. Merwin.....	190-2 Grasmere Ave.....	8,400.00	840.00	75.60
Howard L. and Clara E. Van Iderstine.	83 Roanoke Ave.....	4,145.00	415.00	37.30
		99,595.00	.....	.....
MILL GREEN AND CEMETERY EXTENSION.				
May J. Roaney and Effie W. Loring.	841 Boston Ave.....	8,400.00	840.00	75.60
Iva C. and Chas. F. Marvin	623 Boston Ave.....	5,200.00	520.00	46.80
Anna Rader.....	1786-92 E. Main St.....	7,600.00	760.00	68.40
Mary Zak.....	43-5 Bradley St.....	7,650.00	1,800.00	58.50
Frederick J. and Hattie E. Goller.	653 Boston Ave.....	5,300.00	530.00	47.70
Jas. P. and Margaret Heron	53-5 Horace St.....	8,800.00	880.00	79.20
Do.....	27-9 Horace St.....	7,700.00	770.00	69.30
Do.....	7 Horace St. and 33 Hadley St.....	7,800.00	780.00	70.20
Do.....	39-41 Horace St.....	7,500.00	750.00	67.50
Stephen B. and Alice E. Swasey.	863-69 Boston Ave.....	10,000.00	1,000.00	90.00
Katherine F. Lyons.....	629-35 Boston Ave.....	7,750.00	775.00	69.75
Raymond and Mabel Hanley.	40 Hadley St.....	4,300.00	430.00	39.70
Mary A. Muldowney.....	42 Hadley St.....	4,300.00	430.00	38.70
Ernest G. and Mary E. Cunningham.	28-30 Bradley St.....	8,900.00	890.00	80.10
Wm. L. and Julia A. Collins.	823-29 Boston Ave.....	8,000.00	800.00	72.00
Charles Rader.....	1776-82 East Main St.....	7,500.00	750.00	67.50
Clara P. Reuther.....	8 Essex and 1800 East Main St.....	8,060.00	806.00	72.45
John K. Reuther.....	1756 East Main St. and 13 Bradley St.....	8,000.00	800.00	72.00
Do.....	52-7 Bradley St.....	8,700.00	870.00	78.30
Arthur Pitts.....	677-83 Boston Ave.....	7,750.00	1,000.00	67.50
		149,200.00	.....	.....

NEW BRUNSWICK, N. J.

E. R. Rosselot.....	6 Mitchell Ave.....	\$3,625.00	\$425.00	\$32.00
M. D. Groat.....	45 Mitchell Ave.....	2,700.00	370.00	33.30
Geo. E. Thompson.....	600 Somerset St.....	4,800.00	1,050.00	37.50
Charles Meerkamp.....	4 Wright Pl.....	3,800.00	380.00	34.20
E. L. Sargent.....	35 Mitchell Ave.....	3,680.00	368.00	33.12
Margaret Duffin.....	43 Mitchell Ave.....	3,700.00	370.00	33.30
R. B. and G. M. Smith.....	1 Wright Pl.....	2,650.00	265.00	24.65
John and Emma Weller.....	622 Somerset St.....	4,600.00	460.00	41.40
H. F. and S. W. Koehler.....	8 Wright Pl.....	4,600.00	1,000.00	36.00
Sarah L. Hartshorne.....	7 Wright Pl.....	5,050.00	505.00	45.45
Eugene R. Rosselot.....	8 Mitchell Ave.....	3,640.00	364.00	32.76
E. J. and G. Jaeger.....	12 Mitchell Ave.....	2,925.00	325.00	26.00
O. R. and N. Walther.....	71 Lufberry Ave.....	4,700.00	470.00	42.30
John H. Meyer.....	604 Somerset St.....	4,800.00	480.00	43.20
Frederick D. Hubbard.....	63 Mitchell Ave.....	4,350.00	435.00	39.15
H. F. and N. G. Story.....	61 Mitchell Ave.....	4,350.00	1,000.00	33.50
Dorothy W. Blood.....	46 Mitchell Ave.....	3,700.00	370.00	33.30
Henry G. Werner.....	44 Mitchell Ave.....	3,700.00	370.00	33.30
W. G. and B. F. Nelson.....	5 Curtis Pl.....	4,475.00	447.50	40.28
M. O'Connell, Jr.....	602 Somerset St.....	4,900.00	490.00	44.10
Herman Kehler.....	27 Mitchell Ave.....	3,680.00	368.00	33.12
A. C. Predmore.....	23 Langley Pl.....	3,300.00	330.00	29.70
N. G. Nicolaidis.....	5 Mitchell Ave.....	3,625.00	362.50	32.43
Do.....	7 Mitchell Ave.....	2,640.00	264.00	23.58
Wm. Sarpolus.....	15 Quantin Ave.....	3,600.00	400.00	32.00
Gabriel C. Foto.....	36 Mitchell Ave.....	3,680.00	368.00	33.12
Ora Lee Kearns.....	54 Mitchell Ave.....	4,550.00	455.00	40.95
Do.....	56 Mitchell Ave.....	4,550.00	455.00	40.95
W. J. Kearns.....	53 Mitchell Ave.....	4,550.00	455.00	40.95
Do.....	55 Mitchell Ave.....	4,550.00	455.00	40.95
Harry Van Dyke.....	3 Langley Pl.....	3,350.00	335.00	30.15
Wm. J. Schmets.....	4 Lufberry Ave.....	3,750.00	375.00	33.75
Harry A. Huff, Jr.....	28 Lufberry Ave.....	3,650.00	465.00	31.85
Moran B. Snyder.....	47 Mitchell Ave.....	4,680.00	1,325.00	41.85
N. and L. Bodwell.....	26 Lufberry Ave.....	3,650.00	365.00	32.85
		141,720.00	.....	.....

\$140 to be paid May 1, 1920.

Houses sold by contract—Continued.

EAST MOLINE, ILL.

Purchaser.	Premises.	Price.	Terms.		
			Cash.	Per month to 10 per cent.	Balance per month.
DEERE TRACT.					
L. Suttles and P. T. Allen	739-43 22d St.	\$4,400.00	\$60.00	\$60.00	\$44.00
G. M. Gillam	705 23d St.	2,300.00	34.00	34.00	23.00
T. A. Riall	715 23d St.	2,250.00	30.00	30.00	22.50
W. A. and M. M. Whisler	733 23d St.	2,300.00	34.00	34.00	23.00
F. A. Turner	734 23d St.	2,350.00	34.00	34.00	23.50
H. W. Dill	718 23d St.	2,300.00	34.00	34.00	23.00
		15,900.00			
HIGHLANDS TRACT.					
M. E. Raker	2152 6th Court	3,150.00	40.00	40.00	31.50
M. E. Stork	2122 6th Court	3,050.00	36.00	36.00	30.50
M. M. Hubbs	2118 6th Court	3,150.00	40.00	40.00	31.50
P. W. Schnack	2114 6th Court	2,950.00	36.00	36.00	29.50
P. H. Allen	2133 6th Court	3,000.00	50.00	36.00	30.00
P. E. Morris	2153 6th Court	2,950.00	36.00	36.00	29.50
W. F. Krohn	2161 6th Court	2,950.00	36.00	36.00	29.50
J. A. McGee	2339 6th Court	3,250.00	40.00	40.00	32.50
F. S. Davis	2351 6th Court	2,880.00	36.00	36.00	28.80
W. C. Ratliff	2317 7th St.	3,150.00	40.00	40.00	31.50
E. E. Parker	2163 7th St.	3,050.00	36.00	36.00	30.50
R. A. Guldenspennig	2364 6th Court	3,060.00	36.00	36.00	30.60
R. E. Stolz	2356 6th Court	2,850.00	32.00	32.00	28.50
M. Carnetisch	2306 6th Court	2,950.00	36.00	36.00	29.50
R. A. Goreth	2139 7th St.	2,900.00	36.00	36.00	29.00
L. S. Johnson	625-29 25th Ave.	4,000.00	64.00	64.00	40.00
		49,290.00			

Houses sold by contract—Continued.

MOLINE, ILL.

Purchaser.	Premises.	Price.	Terms.		
			Cash.	Per month to 10 per cent.	Balance per month.
J. M. Sparrow	2308 18th Ave.	\$2,700.00	\$36.00	\$36.00	\$27.00
A. Henderson	2325 19th Ave.	2,850.00	39.00	39.00	28.50
O. B. Wileman	2304 18th Ave.	3,000.00	46.00	36.00	30.00
John E. Nelson	2317 19th Ave.	2,700.00	36.00	36.00	27.00
J. Beach	1835 27th St.	3,050.00	36.00	36.00	30.50
L. H. Anderson	1841 27th St.	3,050.00	39.00	39.00	30.50
C. H. Hansen	1845 27th St.	2,850.00	36.00	36.00	28.50
J. H. Bassett	2513 19th Ave.	3,000.00	36.00	36.00	30.00
C. B. Ferro	1842 25th St.	3,100.00	39.00	39.00	31.00
J. Swanson	1909 25th St.	3,000.00	39.00	39.00	30.00
C. O. M. Anderson	1924 24th St.	2,750.00	31.00	31.00	27.50
M. Ohle	1918 24th St.	2,850.00	36.00	36.00	28.50
C. M. Becraft	1923 24th St.	2,850.00	36.00	36.00	28.50
H. E. Holmes	2347 23d Ave.	2,800.00	31.00	31.00	28.00
P. W. Martin	2343 23d Ave.	3,000.00	36.00	36.00	30.00
W. E. Erickson	1935 23d St.	3,000.00	36.00	36.00	30.00
S. G. Larson	1937 23d St.	2,850.00	36.00	36.00	28.50
H. H. Rice	1908 23d St.	2,480.00	36.00	36.00	24.80
A. R. Hense	2306 19th Ave.	2,750.00	36.00	36.00	27.50
		54,630.00			

Vacant and partly improved lands sold by contract, Dec. 31, 1919.

Purchaser.	Description.	Price.	Terms.	Purchaser.	Description.	Price.	Terms.
ALLIANCE, OHIO.				NEW CASTLE, DEL.			
City of Alliance	17.90 acres of Oyster farm, southeast site.	\$4,000.00	Cash on delivery of deed.	W. F. Shupe & Co.	18 acres of McComb farm, including partly constructed buildings.	\$55,500.00	Cash upon delivery of deed.
BETHLEHEM, PA.				NEWPORT NEWS, VA.			
Bethlehem & New England R. R. Co.	2.77 acres adjoining purchaser's property.	2,105.00	Cash on delivery of deed.	C. F. Hundley	186 lots, Virginia Ave. block ends.	61,741.00	\$6,900 upon execution of contract; balance upon delivery of deed.
DAVENPORT, IOWA.				WASHINGTON, D. C.			
Blackhawk Plat.				National Academy of Sciences.	Lots G, 27, 29, 30, 31, 36, E. 1/2 20, 15, 51, 52, 53, 56, 57, block 88.	33,814.00	Cash upon delivery of deed.
Harry F. Abraham	Lot 15, block 3; lots 1, 2, 3, 4, 5, 7, block 4; lots 5, 6, 7, 8, 11, 12, 13, 14, 15, 16, 17, 18, block 5; lots 1, 3, 4, 5, 6, 7, 8, 11, block 15.	9,825.00	\$1,965 cash and four notes of \$1,065 each.	Jesse W. Rawlins	Lot 3, block 62	1,350.00	Do.
King Tract.				WARREN, OHIO.			
Frank R. Perkins, Harry Alter, Wm. H. Morris.	Lots 31, 32, 33, 34, 35, 36, 37, 38, including some partly constructed buildings.	55,150.00	\$10,000 cash and four notes of \$11,030 each.	Warren Bldg. & Inv. Co.	Park - Sager tract, 10.579 acres.	13,600.00	\$3,385 cash upon execution of contract; balance in three annual installments.
ERIE, PA.				WATERVLIET, N. Y.			
South Tract.				J. Dusenbury	Lots 1, 2, section D	600.00	Cash upon delivery of deed.
Erie Housing Corporation.	83.142 acres of Metcalf farms.	187,471.00	\$25,000 on delivery of deed; remainder in five equal annual installments.	W. H. Aderhold	Lots 9, 10, section D	700.00	Do.
School district, city of Erie.	9.8 acres of Metcalf farms.	16,415.00	\$3,207 cash; balance Dec. 8, 1920.	Total		513,146.79	
West Tract.				BRIDGEPORT, CONN.			
School district, city of Erie.	9.813 acres	36,282.37	\$10,000 cash; balance in three annual installments.	Lakeview Cemetery Association.	9.296 acres lying north of Mill Green Cemetery Extension development.		Property purchased from city of Bridgeport was conveyed to the Cemetery Association as part consideration for other lands lying to the south thereof.
LOWELL, MASS.				NIAGARA FALLS, N. Y.			
Jas. Richardson et ux.	1 lot, No. 31, Foster St.	1,051.00	Cash on delivery of deed.	Geo. C. Tallman	Lot 390 and 15 feet of lot 388, Pine Ave.		Exchanged for lot 370, upon which Mr. Tallman had erected a house. House was moved to lots conveyed to him.
MILTON, PA.				F. Niemenski			
Milton Housing Corporation.	Entire holding of housing corporation.	15,542.42	\$1,000 on execution of contract, balance on delivery of deed.		Lot 197 and 12 feet by 120 feet adjoining fronting on Ferry Ave.		Exchanged for lot 192 on the east side of 24th St. \$400 was given to Mr. Niemenski in addition to lots in lieu of expenses for moving his home from former lot to that conveyed to him.
MUSKEGON, MICH.							
G. A. Coutechie	35.85 acres of McGrath farm.	18,000.00	\$3,000 cash, \$5,000 annually until paid for.				

SUMMARY OF SALES.

Summary of all real properties sold, including contracts not yet executed and approved, to Jan. 1, 1920.

Project.	Description.	Sales price.	Project.	Description.	Sales price.
Aberdeen, Md.	30 houses	\$94,600.00	New Castle, Del.	18 acres	\$55,500.00
Alliance, Ohio	17.8 acres	4,000.00	Newport News, Va.	186 lots	61,741.00
Bethlehem, Pa.	2.77 acres	2,105.00	Pompton Lakes, N. J.	11 houses	17,471.00
Bridgeport, Conn.	83 houses	617,970.00	Rock Island District	611 houses	1,831,510.00
Erie, Pa.	102.755 acres	220,168.37		203 lots	169,275.00
Lowell, Mass.	1 lot	1,051.00	Washington, D. C.	15 lots	35,164.00
Milton, Pa.	8 parcels	15,542.42	Warren, Ohio	10.579 acres	13,600.00
Muskegon, Mich.	35.85 acres	18,000.00	Watervliet, N. Y.	2 lots	1,300.00
New Brunswick, N. J.	86 houses	344,210.00			
	17.976 acres and 1 lot	22,978.00			3,526,183.79

HENRY R. BRIGHAM,
Manager.

APPENDIX VIII.

ARCHITECTURAL DIVISION.

Purpose—Organization—Policy—Standardization of plans—Standardization of details—Adaptation of house plans to local conditions—Economies through standardization—Activities since the armistice.

The Architectural Division was one of the first divisions organized in the Housing Bureau. Several architects and town planners in the original group of men working with Mr. Eidlitz in the Council of National Defense passed upon and corrected architectural drawings prepared for the Shipping Board and were at work upon architectural standards at the time the Housing Bureau was established in February.

PURPOSE.

The purpose of the Architectural Division was to prepare standard plans and standard details for all houses to be constructed by the Housing Bureau, to draw up requirements to be followed by all architects employed on housing projects, and to see that such requirements were followed.

ORGANIZATION.

The original organization comprised architects and draftsmen who drew up standard plans and details and received drawings of the project architects and checked them in all their details. It later proved necessary, however, to add to this staff specialists on plumbing, heating, electric wiring, and specifications, and to assign special responsible architectural examiners for each of the several projects. These examiners checked the general plans and details of the houses and other buildings and were responsible for seeing that the specialists checked the plans with reference to their specialties. Prior to the armistice there were five such architectural examiners, each in charge of several projects. The architectural examiners made a close study of the reports of the preliminary investigation and of the second investigating committee (committee on design), and were responsible for making the plans conform to their recommendations and to those of the staff and to the manual for designers. When the architectural examiner had finished his review of the plans and had secured the criticisms of the specialists, they were submitted to the manager or assistant manager of the division, who returned the plans to the architects. On every project the plans were submitted to the division at least twice before the final drawings were

accepted. Thereafter drawings came in for contract and were turned over by the architect simultaneously, to the Requirements Division for an estimate, and to the Construction Division for construction.

POLICY.

Certain matters of basic policy were determined for the Architectural Division by the executive departments of the bureau, for example, the use of temporary versus permanent construction. (See Vol. I, p. 16.) The main policy of this division may be stated to have been the promotion of the utmost amount of standardization of working details and plans, in so far as such standardization could be made consistent with economy, with quantity production, with speed of operation and with the welfare of the ultimate tenant.

STANDARDIZATION OF PLANS.

Standard house types were devised by this division as well as standard plans for dormitories, schools, stores, and community buildings. The use of only four or five standard types was permitted for each project. Though the local architects generally submitted plans for many times that number of house types, these plans were always reduced in number. In the smaller projects, as, for example, Aberdeen, the number of types of plans was reduced to two, and at Quincy, with approximately 400 families, only five types were used.

Variety was secured, however, by using these plans with modifications, such as placing the porch at the front on some and at the sides on others, by using the plans sometimes for detached houses, at other times for semidetached houses; by reversing the plans; by using pitch roofs on some and gambrel roofs on others; by varying the exterior through using shingles, clapboards, and stucco. In this way all of the economies in cost and labor of large-scale reproduction of a very small number of house types was secured, while the communities built were spared the disadvantage of monotony. Reproduction throughout the village of the same type of house without variation would make the community cheerless and unattractive to the in-

coming laborer, which would be reflected in the labor turnover, and would also materially reduce the ultimate sales value of the property. But by the methods above described communities of quite varied external appearance were made possible, while the economies of standardization were secured.

STANDARDIZATION OF DETAILS.

A careful study was made of each of the details of the house plan and equipment in order to practice every possible economy consistent with speed of production, welfare of tenants, and salability of the property. Thus stud lengths and joist dimensions were closely studied, so that standard studs and joists could be used with as little waste as possible and with a minimum of additional cutting. Existing stock fixtures were studied in order that the most economical of the satisfactory samples could be used. It was found, for example, that Philadelphia used one standard window and door frame, in New Hampshire another was used, in New York still another, in Boston another, and in the West another. Most of these local types involved a waste of material if used on a national scale. The Housing Corporation, therefore, adopted one standard for the entire country, which was accepted by the Housing Division of the Emergency Fleet Corporation. Its standards were later adopted by the War Industries Board, with minor changes to meet their requirements, and through them by other Government departments.

Similarly, all interior trim, door and window trim, baseboards, sash, etc., were subject to careful study, and the Housing Corporation limited itself to three or four standard sizes out of perhaps an available 40, so that the manufacturer could with safety produce such sizes in quantity with a certain market. By the time of the armistice numerous copies of the standardized details prepared by the Housing Corporation were in the hands of the manufacturers of hardware, electric fixtures, and millwork throughout the country. When the War Industries Board adopted these standards these manufacturers were able to take labor away from the production of other types of fixtures and to concentrate upon the production of materials according to these Federal standards, thus unquestionably reducing the amount of labor which had to be expended upon the production of building materials, and thereby releasing labor for the draft or for other war purposes.

ADAPTATION OF HOUSE PLANS TO LOCAL CONDITIONS.

The standard plans in some cases had to be adapted to meet peculiar local conditions. Room heights which were adequate in the North were insufficient for the South. Houses constructed in the colder

climates had to be provided with vestibules. The houses planned for Dayton, Ohio, had to be provided with cisterns, because the city water was so hard that it could not be used for washing clothes. Following the local custom in the West, houses were provided with dining alcoves in the kitchens; in the South houses had to be provided with summer kitchens. Hot-air heating was customary in some localities, but in communities where all other builders of this class of houses were using steam or hot water the Housing Corporation had to do the same until the war need for metal forced the use of hot-air furnaces everywhere except in those cities in the South which used natural gas for heat.

The materials utilized were affected by the locality. In order to avoid unnecessary burdening of the transportation facilities, the most available local materials were used for construction. Thus in Pennsylvania, houses were provided with slate roofs because slate was right at hand; in Bethlehem houses were planned of brick because lumber was scarce. In the East cypress or pine were used for exterior finish, but on the Pacific coast redwood or fir were used, and in the South hard pine. At Erie terra cotta was used because locally available.

ECONOMIES THROUGH STANDARDIZATION.

The major economies were accomplished by the use of a few standard plans, by using standard materials and equipment, and by elimination of unnecessary fixtures. It was possible to keep rooms small by careful placing of doors and windows and still to provide for all necessary furniture. An immense amount was saved by this device alone. Of the plans submitted by local architects more than one-half were discarded because of the insistence upon reducing the number of types to four or five. It was generally possible to eliminate several doors or windows from most house plans submitted, it being deemed that two windows were enough for a bedroom if properly placed for cross ventilation. As the elimination of a door or window saved \$15 per house, if only two were eliminated from each house out of the 25,000 planned for there would be a saving of \$750,000, or sufficient capital to construct nearly 200 houses on basis of \$4,000 per house, not taking into consideration labor and time saved. By cutting 1 inch off a base board there would be a saving of approximately \$3 per house, or on a program of 25,000 houses a saving of enough capital to construct 19 houses. By reducing the width of the architraves, doors, and windows there would be an estimated saving of the cost of 25 complete houses. By eliminating an average of one electric switch per house there would be an estimated saving of 25 houses; by eliminating back

venting for plumbing at a saving of \$20 per house there would be an estimated saving of the cost of about 125 houses.

Conductors were generally eliminated by the Housing Corporation, and subsequently both gutters and conductors were ordered to be left off by the War Industries Board as a means of saving metal. Though the elimination of gutters was probably undesirable as an ultimate policy, it is estimated that the saving accomplished by this rule amounted to \$1,250,000 for the houses planned by the Housing Corporation. Similarly, the elimination of blinds as ordered by the War Industries Board probably saved an immediate expense of \$1 per pair, or of approximately \$25 per house, representing, therefore, a saving of the cost of 156 houses in the Housing Corporation program. This was probably not wise economy from the point of view of the ultimate sales value of the house, but was a possible means of saving labor and materials during the war period.

The houses constructed by the Housing Corporation have been criticised because of the lack of blinds, gutters, conductors, and metal flashings, and because of the use of asphalt shingles and of wood register faces for cold-air intakes. In many cases the Housing Corporation was not responsible, as it was forced to follow the rulings of the War Industries Board, which was compelled by war necessities to cut down the use of these materials. For the same reason the corporation was often forced to make use of inferior materials which were in stock, instead of securing more satisfactory materials by order.

In some instances the Housing Corporation, in its zeal for economy, probably went too far and reduced the utility and thereby the salability of the houses. In the earlier house plans, for example, only one wash tray was provided in the kitchen. It was shown later that this was a serious mistake, and in the later designs two wash trays were planned for. In order to save materials, sizes of rooms were kept down, but in many of the houses constructed the

rooms were too small for comfort. Porches were also sometimes too small to meet the requirements of family use.

ACTIVITIES SINCE THE ARMISTICE.

Since the signing of the armistice the activities of this division have lessened. The work, in general, has been of a character similar to that previous to the signing of the armistice, but has consisted in working toward the completion of projects under way. Most building operations not well started were abandoned. This did not lessen the work of this division, however, as, in general, the architects were still working on drawings which they have since finished and sent in to this division to be approved and accepted.

In the spring of 1919 the working drawings of a schoolhouse at the Cradock development, Portsmouth, Va., were completed, as well as the plans for a fire station and group of stores and apartments. A schoolhouse has been designed for the Truxtun development, Portsmouth, Va., and drawings have been completed for a school at Quincy, Mass.

This division has also prepared the perspective drawings and plans of buildings erected by the corporation, which are published in Volume II of this report.

The personnel of this division was materially reduced since November, at which time there was a chief architect, a chief draftsman, a specification examiner, 4 heating supervisors, 2 plumbing supervisors, 2 stenographers, 5 architectural examiners, and 14 draftsmen. On May 19 the division consisted of a chief architect, a stenographer, and 6 draftsmen. On June 15 the division was closed.

JOHN W. CROSS,

Chief Architect, April 1, 1918, to December 7, 1918.

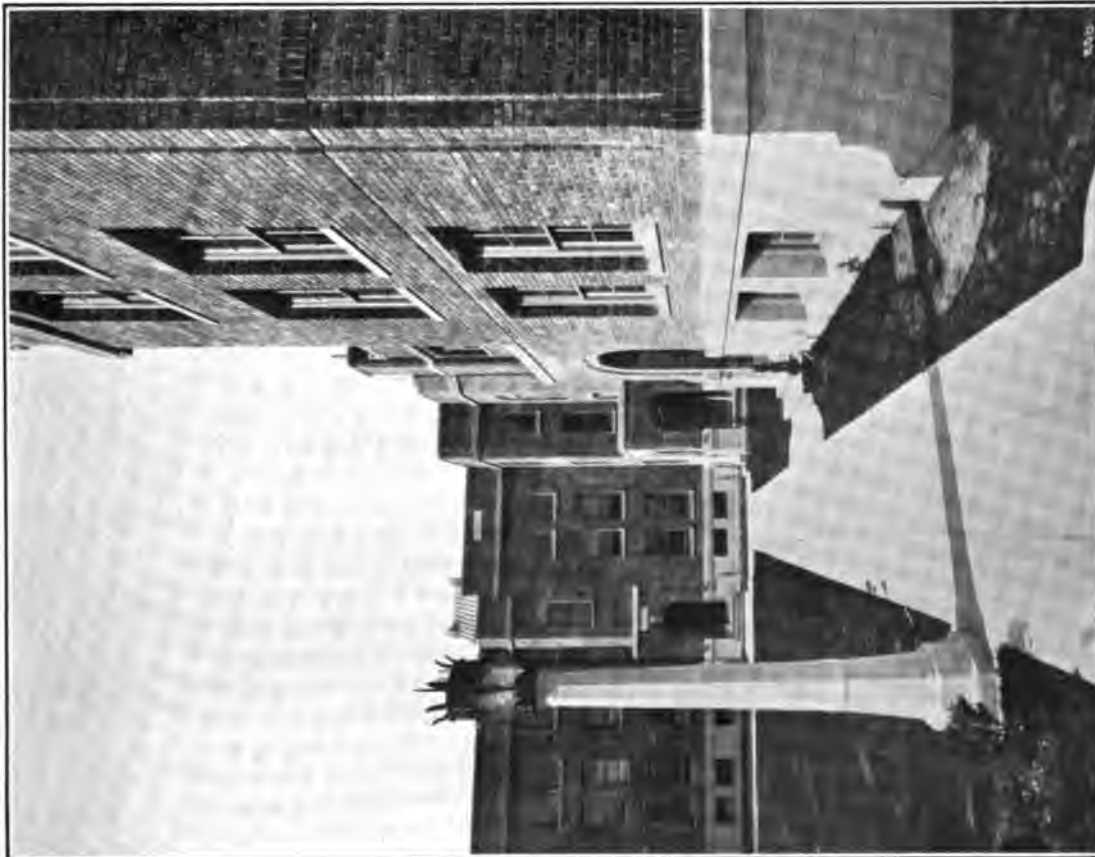
MICHAEL A. DYER,

Chief Architect, December 7, 1918, to May 15, 1919.

G. F. TEMPLE,

Chief Architect, May 15, 1919, to June 15, 1919.





PUGET SOUND NAVY YARD (BREMERTON), WASH.
 (Right): Entrance, Navy Yard Hotel.
 (Left): Entrances, Apartment House.



PUGET SOUND NAVY YARD (BREMERTON), WASH.

(Above): Types 204-A and R-204, Five-room Detached Houses.

Type 201, Four-room Detached Bungalow.

(See Vol. II, p. 322.)

(Below): Apartment House (45 apartments of 2, 3, or 4 rooms each).

APPENDIX IX.

TOWN PLANNING DIVISION.

Purpose—Function—Organization—Cooperation in community planning—Method of preparing plans—Data for future work—Site plans and records—Activities since the armistice.

PURPOSE.

The Town Planning Division was so named, not because it was supposed that all the functions of town planning were to be confined to this division, but because it was obvious that, in the speed with which everything must be done, it was essential that in some one place there should be lodged the responsibility of coordinating the various points of view necessary to any town plan, of providing for difficulties, overlaps, and omissions, and for generally filling in gaps and polishing off corners, that the resulting "town plan" should be as complete and efficient as possible.

It seemed best that this general responsibility should be lodged with those who were, on the special and technical side, concerned with the layout plans of towns, the broad functional relation of blocks and lots, streets, parks, playgrounds, etc., but who had in their work for the Housing Corporation less responsibility in actual construction and its supervision than the architects or the engineers.

FUNCTION.

The responsibility of the Town Planning Division in relation to the Engineering Division, the Architectural Division, and the bureau as a whole were very similar to the responsibilities of the "town planner," as the bureau called him for convenience, in relation to the other two members of the committee of design and to the project as a whole. The Town Planning Division was responsible for the complete recording by plans and specifications of the decisions of the three designing divisions as to the general layout of the project—its road system; its division into districts for residential, recreational, or commercial purposes, etc.; its size and shape of blocks and lots; its type of treatment of streets, lots, and public grounds; its arrangement of buildings as units in the whole scheme of the community. In all these matters where there was anything in the special work of the architects or of the engineers which should affect these general decisions it was the duty of the Town Planning Division to see that these factors were considered.

The work of the town planner began at the very moment of his inspection of a proposed site by the

exercise of his knowledge and his power to visualize. Whatever the existing condition of the area under consideration might be, he must see what it offered as a developed site; how its exposure would suit its occupancy; whether the topography was such as to afford a convenient and economical disposition of communication and subdivisions; must see what natural features, if any, were to be retained or improved to serve as recreational and breathing spaces, more especially if they were not fit for development as house lots. These were the things that his trained eye must perceive at once; the confirmation of his judgment comes when, with a close topographical survey before him, he makes his plan of roads, lots, parks, and other communal features, works out his grades, and establishes the balance between cut and fill which is essential to the economy he must never lose sight of. Furthermore, the town plan has largely controlled the necessary cost per house for sewage and other utilities, for foundations and cellars, and the general grading and improvement of lots, all of the work of the town planner being done in close cooperation both with the architect and the engineer. As in the design of a building, the practical, the sensible, the convenient are the best possible foundation for the good appearance, so in the town planner's layout, grading, and planting those same elements are necessary. The curving street that minimizes cost of grading and gives picturesque interest to the buildings along it must be a convenient means of circulation and make for the most advantageous subdivision of the lots on which those buildings are set. This work has been controlled by cold questions, such as the cost of moving cubic yards of earth, the percentage of rentable area to be got out of a given site, the convenience of access generally and individually, the share of the total cost to be borne by each housing unit, and its relation to the paying power of the lessee or buyer.

ORGANIZATION.

The beginning of the Town Planning Division was with the beginning of the bureau, Messrs. Olmsted, Hubbard, Comey, and Child having been volunteer workers before the bureau was organized, though its functions were more clearly defined in relation to the

bureau and personal responsibilities more definitely allotted as its work increased. The Town Planning Division did not change its form of organization. Its organization was as follows:

A manager and assistant manager appointed town planners for local projects, subject to the approval of the bureau, issued instructions for town-planning work, reviewed and finally approved plans and specifications submitted by the project town planners.

An assistant to the manager was responsible for the office management, for the records, and for the receipt, distribution, and issue of all correspondence and instructions.

District town planners, members of the Town Planning Division in the bureau, were assigned each to a certain number of projects. The district town planner kept himself completely informed of the progress of the design of his project from the town-planning point of view, and made sure that all necessary instructions and assistance were given by the Town Planning Division to the committee of designers. He represented the Town Planning Division with or without the presence of the manager or assistant manager at every staff conference on the projects assigned to him. He checked in detail plans submitted by the project town planners and reported them to the manager for final approval. The district town planner often served upon the second investigation team for a project to which he was later to be assigned. On certain projects the manager and the assistant manager performed the functions of district town planners without delegation.

A small force of draftsmen worked on general standardized information, and especially on the plans of those projects which were designed by the Town Planning Division in the office of the bureau instead of through project town planners employed on contract. A considerable number of projects have been so designed; others were carried through some preliminary stages in this way and then were abandoned at the time of the armistice.

Project town planners were appointed by the bureau on recommendation of the Town Planning Division. Their functions and responsibilities are set forth in "Suggestions to town planners" and "Instructions to committee of designers";¹ their form of contract was almost identical with that of the engineers.

COOPERATION IN COMMUNITY PLANNING.

The most important accomplishment of the Town Planning Division—if that division can receive credit for what would have been impossible without broad views and mutual consideration and appreciation on

the part of all the cooperators in the design—was the outlining of a policy of general coordination of the "committee of designers," a policy which in the great majority of cases worked with a notable degree of success.

It can not be said that in every case the three designers, chosen each for his technical ability in his own line and in some cases never having seen one another before, worked in perfect harmony without any misconceptions or friction or apparent trenching on one another's prerogatives; but it is the fact that even under the strain of the desperate speed demanded by the bureau there were very few cases, indeed, in which the designers were not able to produce plans to which all agreed and which contained the best that each had to give. This we believe to be a very valuable lesson for future town planning. We have been convinced, not only theoretically but by practical experience, that the cooperation of all those who have special knowledge in the arrangement, construction, and running of towns is essential to any real "town planning" and that it is perfectly possible to bring about this cooperation and to apply it efficiently in actual work.

METHOD OF PREPARING PLANS.

In the matter of the preparation of plans for layout and their coordination with the utilities plans, we believe that we have a method of presentation which shows all that is needed simply, without duplication or omissions. The landscape architect or town planner and the municipal engineer might in some cases save public money by a study of these plans. (See plans for Quincy, Mass., and text, in Vol. II.)

The described methods of making planting plans and lists are well adapted to the wholesale cheap lot-planting work done by the United States Housing Corporation. We believe that plans so prepared will give a studied design having enough variety from lot to lot, but without confusion and without great duplication of plan making or undue rigidity of direction to the planter in carrying out the job.

DATA FOR FUTURE WORK.

The preparation in intelligible form of the plans and estimates of the important projects has been attempted in Volume II, but on account of the short time allowed almost all efforts were concentrated on preserving and codifying the data. Many valuable conclusions may be reached by further and more leisurely study and comparison.

Some study of these data and the setting forth of some of the more obvious and practical conclusions to be drawn we believe to be of general service to

¹ See Vol. II, pp. 444-6 to 497-504.

those engaged in town-planning design. We have had an unique opportunity in having before us so considerable a number of plans meeting many different situations made by many different men, but all drawn to serve a similar purpose, and all to be arranged and further studied by those who had supervised and carefully followed their preparation.

It is true that in many cases these plans never were executed, but they were stopped in process of execution or when about to be contracted for, and would have been constructed very nearly as planned if the sudden coming of the armistice had not made it improper for this bureau to carry them out as a war measure.

SITE PLANS AND RECORDS.

In the acquisition of land for the projects of the United States Housing Corporation it was the procedure for the Town Planning Division to prepare or acquire plans showing what land had been decided on by the investigating committee, including the representatives of the Real Estate Division. These plans were usually preliminary only at first, and were intended merely to enable the negotiators to begin proceedings for acquisition. These plans and accompanying short descriptions of the property were checked and signed by the Town Planning Division, the Engineering Division, the Architectural Division, and the Real Estate Division, and copies kept by the Real Estate Division and Town Planning Division so as to minimize the chance of misunderstanding or error as to what property was to be acquired. Later on in the progress of each job more definite plans were prepared and filed. (See Instructions to surveyors, Instructions to town planners, and Instructions to engineers, Vol. II, pp. 447-492 and 497-504.) When, after the armistice, the land for a project was given up again the Town Planning Division prepared plans showing what land was to be given up and what kept or temporarily handled in some particular way. These plans were filed with the Real Estate Division and with the Town Planning Division as before, with short descriptions and explanations, and represented in each case the decision of the committee of the bureau on each project (the so-called "unscrambling committee"), containing normally a representative of each division familiar with the project, as to what disposition was most advisable under the special circumstances.

ACTIVITIES SINCE THE ARMISTICE.

Coincident with the signing of the armistice the activities of the Town Planning Division were lessened and have since been along somewhat different lines.

Whereas, prior to this time, this division had been primarily concerned in determining the proportion of the land under consideration which was available for development as house lots; the necessary density of occupation in view of the probable cost of land and of development; the existing available facilities and possible necessity for increased facilities in respect to schools, playgrounds, public open spaces, recreational facilities, stores and other neighborhood services of a public or quasi-public sort, and the approving of all general plans prepared by the town planner members of the committee on design; the changed conditions brought about by the signing of the armistice made unnecessary any further general investigation or design work, and the division has confined its activities to the preparation of details necessary to complete the projects under construction. Such work has included the approval of contracts and specifications for town planning work, approval of detailed construction and planting plans prepared by the project town planners, the purchase of all nursery stock used on the various projects, and a general supervision of the carrying out of this work in the field. In many instances a representative of the project town planner has been placed on the staff of the works superintendent and been given direct charge of all grading and planting work on the project.

The actual execution of the town planners' plans follows naturally the completion of the actual building and utility operations, and upon the proper completion of the grading and planting work is dependent the general attractiveness and rental and sales value of the entire project from the viewpoint of the prospective tenant or purchaser. For this reason it was quite important that this division should keep closely in touch with the projects during the final stages of their development.

The organization of the division has been continually reduced since December. The district town planners have been relieved from time to time until none remain.

On June 30 the Town Planning Division was disbanded and its manager was transferred to the Operating Division, and two months later to the Engineering-Construction Division, as landscape architect to take charge of the completion of planting, grading, etc., and the upkeep of the grounds of the completed projects.

FREDERICK LAW OLMSTED,

Manager, April 16, 1918, to April 1, 1919.

CARL RUST PARKER,

Manager, April 1, 1919, to July 1, 1919.

APPENDIX X.

ENGINEERING DIVISION.

History and purpose—Municipal utilities—Relations with municipal governments—Negotiations with utility companies—Statistics of loans—Organization—Functions—Field engineering—Engineering cooperation—Choice of sites—Criticism of municipal assessments—Consolidation of divisions—Conclusion.

HISTORY AND PURPOSE.

The proposed Government housing was principally conducted in cities or closely adjacent thereto, and almost from the start it became necessary to obtain the aid and advice of engineers familiar with municipal and public-utility work to plan and supervise contemplated improvements, make the necessary arrangements with the municipalities in which projects were located, and to contract with utility companies whose service was needed. The Engineering Division was formed April 1, 1918, to direct this work.

MUNICIPAL UTILITIES.

This division has been responsible for the design and construction of all of the municipal utilities connected with the housing developments of the United States Housing Corporation in various parts of the country. It has also furnished technical advice and aid to the legal department of the corporation in entering into the contract relations with public-service companies and municipalities, where necessary, for extensions of service, reasonable rates, loans, repayments, and for proportioning the cost of these improvements through special assessment proceedings where others besides the Government were benefited, or where extension or connection of existing facilities beyond the limits of the development was necessary.

This work has included the planning and negotiation for the extension of municipal improvements, such as drainage, sewerage, water supply, electric light, fire-alarm systems, fire protection, gas, sidewalks, gutters, street paving, street lighting, sewage-treatment plants, pumping stations, and other municipal improvements.

In connection with the program of the Housing Corporation 60 or more developments projected in various parts of the country reached the stage of engineering planning. These ranged in size all the way from 25 to 3,000 families per development. It was necessary to plan for this work in the aggregate the following municipal improvements:

- 180 miles of sewer, costing about \$2,852,700.
- 160 miles of water pipe, costing about \$2,672,600.
- 11 independent pumping stations for water supply.
- 63 miles of gas lines, costing about \$637,700.
- 145 miles of electric-transmission systems, costing about \$775,000.

135 miles of street paving, curbs, and gutters, costing \$3,060,300.

260 miles of sidewalks, \$1,234,300.

2,877 street lights.

6 sewage-pumping plants.

13 sewage-treatment plants.

The total cost of all contemplated municipal and utility improvements would approximate \$13,060,000.

Materials for these improvements would require 70,000 carloads of material, which, if carried together to one place, would make a train 530 miles long.

RELATIONS WITH MUNICIPAL GOVERNMENTS.

The need of working in cooperation with the municipality in which the developments were situated has necessitated negotiation with over 60 mayors, city councils, and city engineers as to the interrelations of the bureau with the municipality. In each case it was urged upon the city that it was their privilege and duty to assist the bureau as far as possible by at least doing for the Government what would usually be done for a private individual making a similar investment. In many cases more than this amount of aid has been sought, and in some cases generously extended.

In some cases the interrelations with municipalities necessitated loans; in other cases complex special assessment relations had to be worked out. Often the city had to be aided to secure permission for the issue of securities from the Capital Issues Committee. In nearly every case the division had to obtain priority orders for material and adapt the program to the regulations made by the War Industries Board for emergency exclusion of expensive materials, difficult to obtain in view of other war demands, utilizing instead such local materials as were available.

For this purpose the Engineering Division was of necessity largely composed of municipal engineers, especially skilled in municipal work, assessment law, city regulations, precedents, and practices. The division, through its negotiations, obtained aid from municipalities to the extent of \$3,103,000, or 24 per cent of the total cost of the total utility and municipal work contemplated.

NEGOTIATIONS WITH UTILITY COMPANIES.

The Engineering Division was further intrusted with the negotiations with private utility companies to

arrange to supply the bureau developments with gas, electric light, water supply, and in some few cases with heating facilities and telephone service as well. These negotiations were conducted in many cases by the project engineers and in other cases the district engineers, and sometimes by special experts employed by the division.

In all, some 250 negotiations were conducted. In many instances it was necessary to come to the assistance of utility companies financially embarrassed yet whose continued service was essential to the housing development and to the Government in adjacent war industry. In these cases a financial adviser, skilled in utility securities and banking, reported carefully upon the financial ability of the company and their ability to furnish necessary collateral. Where good banking loans could be had, the utility was financed through approval of the Capital Issues Committee. In cases where good banking loans were not available, utilities were at times financed by the bureau direct, making the loans upon such collateral as was available.

In every case it was urged upon utility companies that they ought to accord the bureau the same service, if not more and better service than they would accord a private investor under similar circumstances. The necessity of the situation has required contract relations or negotiations with 48 gas companies, 67 electric companies, and 40 water companies, or 155 utility companies in all.

A careful record in each of these contract relations will be found in connection with the docket of the case. When the negotiations were completed they were referred to the Legal Division for final form and approval.

STATISTICS OF LOANS.

The Engineering Division through its negotiations and efforts has obtained aid and financial investment from utility companies for United States housing to the extent of \$1,600,000, or 12 per cent of the total cost of utility investment.

The total amount raised by suggestion and negotiation of the Engineering Division from municipalities and utility companies for United States housing requirements has been \$4,703,000, or 36 per cent of the total requirements of \$13,060,000, estimated utility expenditure.

Of the \$4,703,000 raised from municipalities and utility companies, about one-half, or \$2,216,900, has been financed by the municipalities and utility companies and the remainder loaned them by the bureau to be repaid in the near future.

ORGANIZATION.

The Engineering Division at the central bureau consisted of 10 district engineers (each of whom was in

charge of the individual details of a group of projects), two utility engineers, one road engineer (loaned by the Office of Roads and Rural Engineering), one fire-protection engineer (loaned by the National Board of Fire Underwriters), two electrical engineers, an attorney on contract relations, and an engineer in charge of engineering contracts, bills, and accounts, and four stenographers—about 25 in all.

FUNCTIONS.

The duties of the central staff were:

1. To prepare a manual of standard directions for local project engineering designers.
2. To draw up standard instructions and prepare drawings, specifications, and directions.
3. To act as adviser to other divisions on engineering questions.
4. To report on all unusual or difficult engineering problems such as constantly arose.
5. To select, appoint, and contract with all local project engineers and their assistants.
6. To guide and direct the local project engineers.
7. To revise their estimates according to the budget allowed for each project in accordance with the policy of the bureau.
8. To initiate and conduct all contract relations with city governments (school contracts included), and public utility corporations.
9. To approve all detailed plans, estimates, and specifications of the local project engineers and control their operations.
10. To check their bills of material.
11. To advise the Town Planning, Architectural, and Construction Divisions on all engineering questions.

FIELD ENGINEERING.

In the field some 60 local project engineers were appointed who were either persons or firms having efficient organization, adequate equipment, and financial ability, of high local standing and acquaintance in addition to specialized training in municipal problems, who could do rush work on short notice in the preparation of plans, conducting negotiations, and the supervision and construction of local engineering developments.

Contracts with the local project engineers were on a uniform contract form prepared by the Engineering Division and based on a scale of fees less than those ordinarily earned but thought to be sufficient, in which all contracting engineers were uniformly treated alike. Fees and overhead expenses were on a sliding scale, reducing in cost per house with the increase of the development and prepared on the basis that the municipal improvements would vary approximately with the number of houses in each development. The average of fees and overhead allowance was but

1 per cent on the cost of utilities involved, amounting to about \$2,500 on a 200-house development and increasing to about \$4,500 on a 1,000-house development, in addition to which the project engineer received actual cost for his assistants, traveling expenses, and such obvious expense as could be readily checked by the Fiscal Division.

ENGINEERING COOPERATION.

The United States Housing Corporation has had the cooperation of the ablest sanitary and municipal engineers in this country, who willingly laid aside all other work to do the Government war-time service at fees far below their usual charges.

These local project engineers have thrown in their local organization, prepared plans, specifications, and estimates in their own offices, and have brought to difficult negotiations their wide experience in municipal matters. Each firm has had to provide on this work from 2 to 25 or 30 assistants, assigned to work only for such time as actually needed, and in all probability between 600 and 700 engineers and assistants have been locally employed with the approval of the division. During construction field forces were required and assigned to the work of actual construction, who reported to the Construction Division. Over 500 sheets of plans and designs were made by the local project engineers and checked and approved by the division.

CHOICE OF SITES.

This division cooperated with other divisions in making investigations in connection with the selection of local sites for housing developments. This matter, almost always difficult to determine, was handled by a committee consisting of engineer, architect, realtor, and town planner, and in each case all sites offered or suggested were carefully canvassed, their development cost estimated, and the selection made on the basis of actual desirability regardless of all private interests. A complete report of these investigations was made and filed for every case investigated.

CRITICISM OF MUNICIPAL ASSESSMENTS.

During the investigations of the Engineering Division a glaring lack of uniformity was noted in the methods used by municipalities in levying special assessments for improvements. Scarcely any two cities use the same method, and in many cases different methods were in use in the same city. The amounts levied against the abutting property also varied all the way from 0 to 100 per cent, in some cases working a great injustice on the property and in others on the city at large. The procedure generally is irregular, inconsistent, and illogical, and if a uniform method of assessment could be drawn up and proposed by some central body we believe it would be of general usefulness.

CONSOLIDATION OF DIVISIONS.

Early in the summer of 1919 the projects of the corporation were so far developed that it was found advisable in the process of reducing the personnel in the central bureau to have the Engineering Division add to their own duties the work formerly done by the Architectural and Construction Divisions. Since this consolidation this division has had charge of all construction matters, such as supervising contractors in the field, negotiating with bidders, preparing and approving contracts, determining changes or modifications in contracts, materials, or methods, approving claims of contractors, inspecting construction work, etc. All architectural work, such as designing, estimating, inspection, and supervising, has also come under the direction of this division.

CONCLUSION.

The Engineering Division realized from the first the great benefit that would be derived from the team work of technical experts, each one intimate with some particular phase of housing development, and the value of such cooperation has been impressively brought out by experience.

A particularly commendable feature was the second investigating committee, composed of an expert real estate buyer, an experienced architect, engineer, and town planner. These four elements of the greatest importance were present in selecting the site and determining on the necessities of the ordinary town or city, and backed up by the transportation, industrial, and social investigators the resulting conclusions were always valuable, avoiding by the combined experience most of the mistakes ordinarily made in the location, design, and construction of the city.

In the same way the cooperation of a designing committee, composed of architect, engineer, and town planner, backed by their respective expert staff in the bureau, enabled intricate problems to be easily and readily solved.

The Engineering Division made very little change as to methods or plans after the first draft of operations was determined upon. The division staff was composed of highly trained and experienced experts in their particular lines of work, and the set of instructions for investigation, design, and construction were so carefully drawn that there was little need of change. So far as we know no similar set of instructions has been issued, and they have been in great demand from all over the country by engineers and technical journals for the new ideas and information which they contained.

JOHN W. ALVORD,

Chief Engineer, April 1, 1918, to January 31, 1919.

LE ROY K. SHERMAN,

Chief Engineer, February 1, 1919, to March 1, 1919.

CHARLES P. CHASE,

Chief Engineer, March 1, 1919, to -----

Assistance by United States Housing Corporation to municipalities in construction of public utilities, as of June 30, 1919.

Locality.	Municipality.	Amount involved.	Per cent of cost.	Loan or construction service.	Utility.	Interest.	Terms of repayment.
Alliance, Ohio.....	City of Alliance.....	\$26,600.00	100 per cent W.; 2 per cent S. and P.	Construction service ² .	W., S., P.....	Per cent. (⁴)	Refund each month upon certificate.
Bath, Me.....	City of Bath.....	22,000.00	100 per cent or less ² .	do.....	S., P.....	5	Refund in 10 years.
Do.....	Bath water district.....	16,000.00	do.....	do.....	W.....	5	Refund yearly until amount of revenue from tract is paid.
Bridgeport, Conn.....	City of Bridgeport.....	4,700.00	25 per cent.....	do.....	S.....	5	Refund each month upon certificate.
East Moline, Ill.....	City of East Moline.....	10,400.00	100 per cent.....	do.....	W., S.....	5	Refund in 3 years.
Moline, Ill.....	City of Moline.....	15,500.00	do.....	do.....	W., S.....	5	Refund in 5 years.
New London, Conn.....	City of New London.....	54,500.00	20 to 100 per cent.....	do.....	W., S., P.....	5	Refund upon certificate.
Niagara Falls, N. Y.....	City of Niagara Falls.....	10,995.00	100 per cent.....	do.....	W., S.....	(⁴)	Refund each month upon certificate.
Niles, Ohio.....	City of Niles.....	20,000.00	do.....	do.....	W., S.....	5	Do.
Philadelphia, Pa.....	City of Philadelphia.....	24,000.00	City frontage.....	do.....	P.....	5	Refund upon certificate.
Waterbury, Conn.....	City of Waterbury.....	30,000.00	50 to 100 per cent.....	do.....	W., S., P.....	5	Each month upon certificate.
Watertown, N. Y.....	City of Watertown.....	12,000.00	100 per cent.....	do.....	W.....	5	Do.
Washington, D. C.....	District of Columbia.....	175,487.50	do.....	do.....	W., S., P.....	5	Refund upon assessment.
Total.....		367,682.50					

P.—Paving.
S.—Sewer.

W.—Water.

New London, Conn., repudiated agreement amount, \$54,500.

¹ Estimated.² Work constructed by United States Housing Corporation.³ Loan limited to amount specified.⁴ No interest specified.

Loans made to utility companies, as of June 30, 1919.

Locality.	Name of company.	Amount involved.	Loan or construction service.	Utility.	Interest.	Terms of repayment.
Alliance, Ohio.....	Alliance Gas & Power Co.....	\$4,600.00	Loan.....	Electricity..	Per cent. 5	\$2,000 first and second years.
Eddystone, Pa.....	Springfield Consolidated Water Co.....	500,300.00	do.....	Water.....	5	Within 7 years of date of execution.
New Brunswick, N. J.....	Public Service Electric Co.....	19,360.00	do.....	Electricity..	5	5 equal payments—annual—not over 10 years.
Do.....	Public Service Gas Co.....	24,265.99	do.....	Gas.....	5	Do.
Rock Island district.....	United Light & Railway Co.....	116,000.00	do.....	Gas and electricity.	5	Equal annual payments.
Total.....		664,525.99				

For purposes of economy in administration of the municipal, utility and transportation loans the supervision and collection of the former was transferred from the Engineering Division to the Transportation Division,

and on December 31, 1919, Mr. Mellen, manager of the Transportation Division, reported concerning the utilities loans and other loans, as follows:

Statement of loans made to utility companies and interest paid to Dec. 31, 1919.

Locality.	Name of company.	Amount advanced to date.	Unexpended balance.	Amount of interest paid to Dec. 31, 1919.	Amount billed and unpaid (not overdue).	Explanation.
Alliance, Ohio.....	Alliance Gas & Power Co.....	\$4,496.66	\$103.34		¹ \$136.83	
Eddystone, Pa.....	Springfield Consolidated Water Co.....	390,275.22	120,024.78	\$11,252.36		
New Brunswick, N. J.....	Public Service Electric Co.....	10,213.63	8,146.37	163.10	(¹)	Reduced \$1,000 by reason of return of this amount on Dec. 23. This return was made in accordance with agreement dated Mar. 3, 1919, and represents a good-faith deposit. ²
Do.....	Public Service Gas Co.....	21,386.17	2,879.82	447.21	(¹)	Check amounting to \$447.21 received to adjust this account, but payment not accepted pending settlement. Collection bill rendered for \$488.01.
Rock Island, Ill.....	United Light & Railways Co.....	56,881.45	59,118.55	769.09		
		473,253.13	190,272.86	12,631.76	136.83	

¹ Physically complete.² Original invoice reduced \$20.77 by reason of adjustment.

Loans secured by mortgage.

	Amount advanced to date.	Amount of interest paid to Dec. 31, 1919.	Explanation.
Suburban Realty Corporation, Watertown, Mass.....	\$41,830.00	\$1,031.70	
Young Women's Christian Association, Washington, D. C.....	35,000.00	2,000.00	
Young Women's Christian Association, Dayton, Ohio.....	25,000.00	1,250.00	
	101,830.00	4,281.70	4 months' extension asked for and granted as regards curtailment.

APPENDIX XI.

REQUIREMENTS DIVISION.

Promotion of housing by private enterprise—Home-building corporations—Cooperation with Council of National Defense—Volume of residential construction under Federal license—Value of coordinated private home-building.
Materials Information Branch: Organization and purpose—Conferences with War Industries Board—Standards for construction—Fire prevention and protection—Restrictions in use of metal.
Estimating Branch: Function—Method of work—Organization of Estimating Branch—Summary of work accomplished.
Forms for home-building committees—Form letters regarding conservation of materials.

The Requirements Division coordinated the functions of the design divisions and the Construction Division by gathering and disseminating information about building materials, their use and cost; by preparing in advance the lists needed for purchase and shipment; by advance analysis of the cost of projects; and by subsequent checking of those costs.

It was further charged with the investigation and determination of all applications for Federal licenses to construct houses for workers in war industries where these are financed by private capital.

The Requirements Division is subdivided into the following sections, whose duties are described below:

1. Private enterprise branch.
2. Materials information branch.
3. Estimating branch.

PROMOTION OF HOUSING BY PRIVATE ENTERPRISE.

The United States Housing Corporation exerted its influence to encourage private capital to undertake the building of houses for workers in essential industries in localities where an acute housing shortage existed. Where the need for such housing could not be met by the efforts of the Homes Registration Service or by such changes in transportation facilities as were expedient, aid was extended to private capital which was available for home construction. This was done both to promote quick construction and to relieve the Federal Government as far as possible of the need of investment in house building.

The United States Housing Corporation stimulated private enterprise through newspaper propaganda and through the agency of its representatives in the Homes Registration Service. It was made known that the Requirements Division of the United States Housing Corporation would secure Federal building licenses for individuals or organizations who would erect necessary buildings suitable in type, price, and equipment for housing the employees of essential industries. This division also lent them such assistance as was possible in securing transportation priorities, expediting and making possible the purchase and delivery of material.

HOME BUILDING CORPORATIONS.

In industrial communities devoted largely to war work and where surveys on file with the United States Housing Corporation showed an acute housing shortage to exist, the formation of a local home-building corporation was suggested, this corporation to undertake to encourage individuals to build on property already owned and in the name of the home-building corporation to make an application for a "collective" Federal building license covering the aggregate building program of the entire community.¹

It was also suggested that these home-building corporations so formed should have a secretary, who would receive and collate the individual requirements for building materials and make requisitions for the total amount of these materials, these requisitions to be forwarded to and approved by the Requirements Division and transmitted by it to the building materials section, War Industries Board, with recommendation for purchase and transportation "clearance" order.

COOPERATION WITH COUNCIL OF NATIONAL DEFENSE.

Up to approximately the 1st of September, 1918, all investigations as to the merits of suggested private enterprises, the issuance of permission to proceed, and the negotiations for "clearance" and transportation of materials were handled directly by the Requirements Division of the United States Housing Corporation. After approximately the 1st of September, 1918, and upon the establishment of the non-war-construction section, War Industries Board, a basis of cooperation was worked out between the Council of National Defense, the non-war-construction section, War Industries Board, and the United States Housing Corporation whereby county and State councils of the Council of National Defense would receive and pass upon applications from private sources to build houses, and would, as a first court, reject the applications that did not seem justified by the exigencies of the war emergency. The applications approved by the local

¹ The more important forms used are shown on pp. 195-197.

and State councils were then submitted to the United States Housing Corporation for final investigation and rejection or recommendation to the non-war-construction section, and upon this recommendation a Federal license was issued. The possession of this license so issued enabled the builder to purchase restricted materials and secure transportation assistance.

This new arrangement with the Council of National Defense provided a representative in every county in the United States, and while making it possible to restrict or prohibit absolutely any building that did not directly contribute toward winning the war, also made it possible to encourage the building of homes for industrial workers on a broader and far more effective scale wherever homes were really urgently needed.

VOLUME OF RESIDENTIAL CONSTRUCTION UNDER FEDERAL LICENSE.

The response of private capital to the solicitation of the United States Housing Corporation to build homes was commensurate with the public response to every other emergency appeal, and up to the time that the armistice was signed, when all restrictions were removed, the United States Housing Corporation had directly issued or approved to the non-war-construction section for issuance Federal licenses to build approximately 13,552 houses at a cost of \$43,000,000. It had further issued licenses for other types of residential buildings, such as Young Men's Christian Associations, Young Women's Christian Associations, apartments, barracks, etc., accommodating 2,100 persons and costing approximately \$2,500,000.

VALUE OF COORDINATED PRIVATE HOME-BUILDING.

The signing of the armistice and the removal of restrictions occurred before the cooperative effort of the Council of National Defense, the non-war-construction section of the War Industries Board, and the United States Housing Corporation had begun to develop its full potentialities. It is safe to say, however, from the results that were obtained that the housing shortage existing in many communities throughout the United States could and would have been very appreciably reduced through properly supported and encouraged private effort.

It is believed that the method developed as a war-time measure of handling community housing through the creation of a local home-building bureau or committee that will study and promote the solution of the collective needs of the community rather than trust to individual initiative, is a suggestion that may well be adopted during peace times in communities where housing shortages exist. Great advantages accrue to the community and the individual in the handling of such problems in a broad way with centralized control and with the advice and guidance of such

expert counsel as a general committee or corporation can obtain.

MATERIALS INFORMATION BRANCH.

ORGANIZATION AND PURPOSE.

In the latter part of May, 1918, with activities of the Requirements Division constantly on the increase and with the beginning of actual construction in sight, two outstanding matters made it necessary to add another branch to the division. These were, first, the difficulty of determining in advance of the completion of drawings and specifications whether the various requirements as to materials for buildings and other utilities and equipment could be complied with due to the ever-increasing restrictions being placed upon their production, manufacture, and transportation by the War Industries Board; second, the steady flow of men representing all the industries concerned with supplying these materials who called to press the merits of their respective materials and the claims of their localities and to explain the methods of application to each requirement.

CONFERENCES WITH WAR INDUSTRIES BOARD.

To meet this situation and to furnish the Requirements Division with a representative who could attend all meetings of the Building Materials Division of the War Industries Board the materials information branch was created.

This Building Materials Division of the War Industries Board rapidly created war service committees in all the industries and even before their formal organization representatives of all of the building materials industries were called into conference with the board to establish the following:

First. The availability of materials in each locality.

Second. To what extent their future production would be curtailed by rulings of the Fuel Administration.

Third. To what extent the present supply would be restricted by congestion in traffic and regulations of the Railroad Administration.

From this time on meetings were constantly being held at the War Industries Board, which were attended by the chief of the materials information branch; by Maj. Schuyler, as representative of the Construction Division of the United States Housing Corporation; and by other representatives of this corporation especially interested in the subjects treated, such as mechanical, sanitary, and electrical engineering. The results of these meetings were reported to each division of this corporation concerned in any way with the recommendations or rulings.

STANDARDS FOR CONSTRUCTION.

It soon became evident at these meetings that in order to allocate materials equitably throughout the

industries and to secure at the same time uniformity in prices to the Government it would be necessary to standardize the kind, size, and methods of assembling these various materials. To this end a large proportion of the meetings held at the Building Materials Division of the War Industries Board resulted in the formation of standards for use by all constructing branches of the Government, whose representatives were always present in addition to those of the United States Housing Corporation. These standards pertain to millwork, lighting fixtures, hardware, composition roofing, plaster and wall board, and a great many other materials, equipment, and appliances, an account of which will be found in the report of the Building Materials Division of the War Industries Board now in the press.

At meetings where standards were established which might affect human health, safety, and comfort, as, for instance, in the illumination of interiors and exteriors of buildings, the heating and ventilating of buildings, public utilities, and other matters, such as the possible use of weather stripping to conserve fuel, etc., there were always present representatives of the various professional, technical and commercial organizations interested, as well as representatives of the industries furnishing the material requirements. Separate reports on the meetings of the most importance were prepared by the writer and later by Maj. Schuyler and were transmitted to the general manager and to all others in this corporation interested. A typical example of such reports is that on heating and sanitation. During all of this period, and up until the signing of the armistice, the chief of this section was called upon by representatives of all the industries and by the architects of the various projects of this corporation with whom he held interviews in regard to the prospective use of materials in each locality.

FIRE PREVENTION AND PROTECTION.

Another important activity of this section was to attempt to coordinate the works of all divisions in this corporation with respect to fire prevention and protection. The chief of this section, together with Mr. H. S. Atterbury, who was engaged to assist him, and with Mr. Robert E. Andrews, fire prevention engineer, was finally consulted with respect to all matters of safety, both in construction work and in the equipment of buildings as they became completed. These activities led to the appointment of a fire marshal for housing projects. (See p. 295.)

RESTRICTIONS IN USE OF METAL.

Naturally, as a result of this contact with outside industries and with all divisions of this corporation, the chief of this branch was called upon to furnish information in other directions and soon began to act as the representative of the Operating Division of the

United States Housing Corporation. He therefore attended regular meetings of the hardware and hand tools section and kept in contact with the Wood Products Division and many other divisions of the War Industries Board, which controlled the production of beds, crockery, and other household equipments. Shortly after this, or beginning with the month of September, the acute shortage of metals in the manufacture of munitions caused a still further restriction in the use of all materials where metal was involved and this resulted in many rulings vitally affecting sanitation, heating, and other equipment within buildings and the utilities outside of buildings. Illustrations of these are given by means of exhibits, as follows:¹

September 25. Letter to all architects on conservation.

September 27. Resolution for the conservation of metal.

October 1. Letter to architects on conservation of paint.

November 5. Standards for hot-air heating.

Addenda to standard specifications for plumbing.

ESTIMATING BRANCH.

FUNCTION.

The estimating branch of the United States Housing Corporation functioned as a part of the Requirements Division. It cooperated with the Construction Division in the matter of making preliminary estimates of a project, checking unit costs and tenders as presented by contractors bidding upon a project, making out material lists for direct purchase by the Housing Corporation, checking contractors' material bills, reviewing and checking all change orders, and, in general, keeping in close touch with the projects. It acted in more or less of an advisory capacity in all matters relating to costs of anticipated changes or other matters vitally affecting the cost of the work.

METHOD OF WORK.

Upon the authorization of a project, preliminary plans were given to the estimating section, from which an approximate estimate of the cost was made by cubing each type of building. Contemplated construction was thus compared with work already authorized. As to unit and total costs, architects revised their plans where necessary to keep the cost within the limits of funds allowable for the project. This cube estimate was then revised, and from it the fee to be allowed the contractor for the execution of the work was determined.

From the final plans as sent to the contractors for competitive bids, the estimating branch made a complete estimate of the cost based on detailed quantity surveys, tabulating the totals of labor and material

¹ See pp. 197-199.

on uniform blanks previously furnished the contractors. This comparison was made for the use of the Construction Division in awarding the contract.

At the same time that the quantity survey was being made, a bill of materials in detail was made out for all the major materials entering into the construction of the project and was transmitted to the materials section for direct purchase by the Housing Corporation. This insured that such material would be purchased and allocated before actual work was begun. Delays were avoided which otherwise would be likely to be encountered due to congestion of deliveries. The quantity survey as made out in detail was also used in checking all requisitions as presented by the contractor for purchase and any errors in the same were noted and the proper persons were advised before the material was actually purchased.

For the purpose of allocation and transportation service, carload requirements of major materials were made up and transmitted to the car service committee of the War Industries Board at the same time that the quantity surveys were made.

After the award of the contract there were usually a number of changes to be made in the matter of additions and deductions to the original contract price affecting the cost of the job. The contractor was called upon to make his estimate as to the probable cost of such changes, after which the same were transmitted to the estimating section for check and approval.

ORGANIZATION OF ESTIMATING BRANCH.

For the handling of the work as above outlined, the estimating branch was organized as follows: Chief estimator, assistant chief estimator, two compilers, one clerk, one data and drafts man, two computers, and 13 quantity surveyors. All pricing was done by the chief estimator and assistant chief estimator after quantities had been taken off and compiled.

The quantity surveys were prepared by surveyors who had specialized on the various branches of work, and their lists of the required materials made up directly from the plans were also tabulated by special compilers and computers.

SUMMARY OF WORK ACCOMPLISHED.

Active work in estimating began about July 1 upon the receipt of the plans of the first project, and continued to December 1, when, owing to the abandonment and curtailment of the contracts, this organization was practically disbanded. After this time only sufficient men were retained to check change orders and assist in adjustments of contracts and matters of similar nature.

During the period of active operation 39 projects were estimated in detail, aggregating in value approximately \$40,000,000. The largest amount of work was

done in the 10-day period between September 20 and 30, when seven projects were estimated, totaling in value approximately \$8,000,000. This amount varied for different periods, but during the entire period of this emergency this branch was working at full capacity and each and every man did his part, though laboring under difficulties and great pressure during the entire time.

Owing to the character of this work, the short time allotted for the estimating of each project and the necessity for going into detail for each class of work, a system was evolved which deviated from the usual methods followed in estimating in the matter of listing, tabulating, and extension of quantities. Quantities were listed on specially prepared forms so as to reduce to the minimum repetition of copying and extensions. When it is considered that every trade was taken care of in this section and absolutely no sub-bids received, the mass of detail work necessary to complete an estimate is easily comprehended; however, there were no appreciable delays, and the work progressed smoothly and expeditiously.

N. MAX DUNNING,

Manager, Apr. 1, 1918, to Mar. 1, 1919.

The report of the Estimating Branch was prepared by W. W. Dibrell; the report of the Materials Information Branch by D. Knickerbacker Boyd.

FORMS FOR HOME-BUILDING COMMITTEES.

SUGGESTED FORM OF PETITION SUBMITTED BY INDIVIDUAL BUILDER TO HOME-BUILDING COMMITTEE.

Petition for participation in collective Federal building license, dwelling houses for workers in essential industries.

The home building committee of.....

Name..... Address.....
Location of proposed building.....
Type of construction.....
Purpose for which used.....
Number of rooms.....
Estimated cost of building.....
Cost of real estate.....
Rental to be charged.....
Selling price to be asked.....
Maximum net profit agreed.....

I agree to reserve priority of sale or rental for a direct war worker for 20 days after completion, after which time it is understood and agreed that this restriction will be removed.

The STATE OF.....

County of, ss:

I,, being first duly sworn, say that the foregoing is true to the best of my knowledge and belief.

Sworn to before me and subscribed in my presence this..... day of, 19...

Notary Public.

The above petition is hereby approved.

By

**FORM OF APPLICATION FOR APPROVAL OF A PRIVATE
PROJECT, OCTOBER 28, 1918.**

REQUIREMENTS DIVISION, UNITED STATES HOUSING CORPORATION,
613 G STREET NW., P. O. BOX 1903, WASHINGTON, D. C.

The test.—In requesting Federal building licenses of the nonwar construction section, War Industries Board, the petitioner should join with the committee in applying this test:

To what extent, if at all, will the granting of this application contribute directly or indirectly toward winning the war; and if at all, how urgent is the need?

Building enterprises financed by private capital:

1. Groups of 10 or more houses for workers in war industries.

2. Apartment buildings.

3. Buildings for social-welfare work or other functions closely related to industrial housing.

Home-building committees, individuals, concerns, or corporations seeking the approval of the United States Housing Corporation for building enterprises which will relieve an urgent need of houses for workers in war, or directly related industries, or ameliorate undesirable living conditions in industrial communities, shall fill out and transmit to this corporation the information herein called for, together with such supplemental data, bearing upon the merits of their particular project, as they may deem pertinent to the issue.

1. Name of home-building committee, individual, concern, or corporation:

2. Address of permanent home or place of business:

3. Principal officers (if a committee, association, or corporation):

The facts in regard to the application are as follows:

4. Location of building or buildings (state street or other identifying boundaries and refer to block plan). If a "collective" application, attach typewritten list (Exhibit A), giving street location, type of construction, and cost of each building:

5. Type of construction and kind of major materials required:

6. Submit in an attached brief (Exhibit B), a concise statement bearing upon the definite conditions created in the community by war activities that make this particular project seem necessary and desirable as a war measure. Support with affirmative statements, wherever possible, from manager of Homes Registration Service Bureau, United States Housing Corporation (where one exists) and from officers in charge of activities in the community of the Army, the Navy, the Emergency Fleet Corporation, or other agencies conversant with the local situation.

Exhibit B, dated, is herewith attached.

NOTE.—In the larger cities and centers of war activities housing conditions are a matter of record in the United States Housing Corporation. In such communities it will therefore be unnecessary for applicants to answer the following questions, 7, 8, and 9, except as they have a general knowledge of the situation.

7. State as accurately as possible the extent to which industrial activities in your city, village, or community are directly war business, and substantiate (Exhibit C) by convincing data in support of your estimate.

Exhibit C, dated, is herewith attached.

8. State as definitely as possible the increase in the last two years in the number of industrial employees residing in the community your buildings would serve, and substantiate (Exhibit D) by reliable data that will support your estimate.

Exhibit D, dated, is herewith attached.

9. State as definitely as possible the number of houses for workmen built in the last two years in the community you serve, and substantiate (Exhibit E) by reliable data that will support your estimate.

Exhibit E, dated, is herewith attached.

10. Is the building project you propose for investment purposes? (Under this definition falls any building for sale or rent.)

A. If so, answer the following questions:

- (a) Number of houses
- (b) Cost of land per lot; maximum,; minimum,
- (c) Cost per building; maximum,; minimum,
- (d) Rental charge: maximum,; minimum,
Average rental, 4-room house
- Average rental, 5-room house
- Average rental, 6-room house
- (e) Average selling price, 4-room house
- Average selling price, 5-room house
- Average selling price, 6-room house
- (f) Maximum net profit that will be charged on investment

NOTE.—(1) In collective applications, costs, rentals, and selling prices will be stated as fair averages; (2) when all houses are identified, state costs, rentals, and selling prices in "maximum" column.

B. If an apartment building or buildings, state the following:

- (a) Number of apartments
- (b) Cost of land
- (c) Cost of building or buildings
- (d) Rental charged: 4-room,; 5-room,; 6-room,
- (e) Maximum net profit that will be charged on investment

NOTE.—Block-type houses will be listed under paragraph A.

11. Is the building project you propose for the social or physical welfare of the community, and not for revenue-producing purposes?

If so, answer the following questions:

- (a) What is the character and use of building?
- (b) State cost of building
- (c) State the number accommodated along the particular lines of usefulness for which the building is intended
- (d) What are the major materials used?

The applicant shall file with this corporation the following data:

12. (a) Where a subdivision development or compact group of houses, submit map of the town, indicating definitely location of building site and its relation to street railway lines or other established means of transportation; also location of principal industries. Where a collective group of individual houses, submit map of town for reference in connection with Exhibit A.

(b) Block plan of the immediate neighborhood, showing definitely contiguous streets. (Where a subdivision or compact group.)

(c) Architect's drawings and specifications sufficiently complete to show the character and type of construction of average buildings.

As a condition precedent to approval of this application, the applicant covenants that—

13. (a) All materials shall be purchased through the buildings materials section of the War Industries Board, which will either grant a release covering local purchases, or in the case of materials in which a shortage exists will make allocations and if necessary secure the proper rating from the priorities committee. All materials so cleared or allocated shall be used solely for this project.

(b) The applicant shall, so far as possible, restrain contractors from bidding up the labor market to the detriment of any Government project in the locality.

(c) All buildings built under this order shall be for the sole use of direct or indirect employees of war industries during the period of the war.

(d) Rents and selling price shall be charged in accordance with schedule stated in paragraph 10-A or 10-B or Exhibit A of this questionnaire and that no increase in rents shall be made without the written consent of the Housing Corporation until one year after the building project is completed.

(e) The Housing Corporation by its duly authorized agents shall have the right at all reasonable times to inspect the operations and buildings on the project and also all books and records of the applicant relating to the project, and the applicant shall reimburse the Housing Corporation for all expenses in connection with such investigations.

NOTE.—Paragraph (e) has reference only to work not approved by duly authorized home-building committees.

STATE OF

County of, ss:

....., the above-named applicant, being first duly sworn, says that the facts stated in the attached application are true, as he verily believes.

Subscribed and sworn to before me this day of, 1918.

Notary Public.

My commission expires
Approved.

.....
President, U. S. Housing Corporation.

NOTE.—Where application is submitted by other than a duly authorized home-building committee, it shall be accompanied by a statement of approval of the State council of defense and his local representative having nonwar construction in charge.

FORM LETTERS REGARDING CONSERVATION OF MATERIALS.

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

UNITED STATES HOUSING CORPORATION,
13TH AND G STREETS NW., P. O. BOX 1903,
WASHINGTON, D. C.

SEPTEMBER 25, 1918.

DEAR SIR: Will you please note carefully the following: In addition to the specifications and details rapidly being developed as United States Government standards by all constructing branches of the Government and the War Industries Board, the latter is notifying this corporation of those materials and products the use of which it is most desirable to curtail in every way possible. You will be advised promptly as further information is transmitted to us.

1. *Hanging gutters and rain conductors.*—As a war measure in conserving metal, eliminate these to the fullest extent possible, and where such gutters must be used, reduce the number of "leaders" to the fewest which will carry water from the gutters.

2. *"Stop gutters," valleys, and flashings.*—Avoid the use of metal for these and give consideration to prepared roofing materials for valleys, flashings, cap and counterflashings, etc., of the kind most suitable for the covering employed, including natural slate.

3. *Outside blinds and shutters.*—These should be used very sparingly, although in designing exteriors consideration should be given to any need there may seem to be of subsequent installation.

4. *Window screens.*—(a) To be made in accordance with United States Government standard specifications and details as furnished by this corporation.

(b) Screen frames to be delivered primed one coat of white lead paint, and specified to be finished with one coat of same paint by the painting contractor at the site, unless stained finish is to be employed when the frames shall be delivered unfinished and treated at the site.

5. *Screen doors.*—To be in accordance with above standards and similarly finished, except if painted apply two coats at the site.

Very truly yours,

BERT L. FENNER, *General Manager.*

RESOLUTION UNANIMOUSLY ADOPTED BY THE BUILDING MATERIALS SECTION, WAR INDUSTRIES BOARD, SEPTEMBER 27, 1918.

A meeting of the building materials section of the War Industries Board was held September 27, Council of National Defense Building, at which there were present representatives of the Army, the Navy, the United States Housing Corporation, the Supervising Architect's Office (Treasury Department), the United States Railroad Administration, and representatives of the director of steel, and the Priorities and Conservation Divisions of the War Industries Board.

Final consideration was given to regulations promulgated on September 18 by which there will be effected a saving of upward of 40,000 tons of pig iron. After thorough consideration, the following was unanimously adopted:

Whereas the immediate vital requirements of the war program necessitate the rigid conservation of iron and steel: Therefore be it

Resolved, That the following regulations pertaining to pipes, tanks, and accessories be unanimously adopted by the building materials section of the War Industries Board for immediate application.

1. Nothing larger than 4-inch diameter nor heavier than standard plain cast-iron soil pipe is to be used for vertical stacks above ground, the full-size stack to be carried through the roof. Portland cement, concrete, or vitrified clay pipe shall be used for horizontal lines under ground.

2. There shall be no back vents used.

3. No house traps or fresh-air vents shall be used.

4. Water service pipes shall be of ½-inch galvanized wrought steel or iron for single houses and of proportionately larger size for larger buildings.

5. No patterns for soil pipe and fittings other than those listed in the schedule of the conservation section of the War Industries Board shall be used.

6. The installation of gas piping in houses will not be permitted where electricity is available for lighting purposes. This will not prohibit the installation of gas piping for heating and cooking purposes where the extreme extension of the distribution mains to the houses is less than 1,000 feet.

7. No system of gas mains shall be installed in any project requiring an extension of more than 1,000 feet from the existing source of supply without the special approval of the War Industries Board.

8. No metal pipe shall be used for water mains without special permission of the War Industries Board. This does not apply to pipe lines carrying pressures of more than 100 pounds.

9. The number of fire hydrants shall be reduced to the absolute minimum necessary for adequate fire protection.

10. All water-supply tanks shall be of other material than metal.

11. Culvert pipes shall be of reinforced concrete, burned clay, or other material than metal.

12. Cellar floor drainage shall be restricted to the use of underground drains, which may be turned up to the floor level and finished with a screw-plug connection.

The above regulations shall not preclude the use of existing manufactured stocks provided the metal can not be utilized for more essential war purposes.

The foregoing regulations shall, with all other conditions therein stated, apply to all construction, municipal ordinances, codes, and regulations to the contrary notwithstanding, and no departure shall be made therefrom except where the size or type of the structure make the same necessary, in which case special application

shall be made to and the approval of the building materials section of the War Industries Board first obtained.

UNITED STATES DEPARTMENT OF LABOR.
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

UNITED STATES HOUSING CORPORATION,
13TH AND G STREETS NW., P. O. BOX 1903,
WASHINGTON, D. C.

OCTOBER 1, 1918.

DEAR SIR: You will find described below additional conservation measures which this corporation has been requested to follow by the War Industries Board. We ask your careful consideration and fullest cooperation possible in carrying these into effect.

1. *Exterior painting (or staining).*—(a) White-lead paints to be used only for door and window trims, porches, cornices, eaves, or other "trim" (three-coats).

(b) For the "bodies" of painted frame buildings, light shades are to be used sparingly and the colors are to be obtained with a paint made on a leaded-zinc base (three coats for new work).

(c) The colors generally for "bodies" of painted houses as recommended by the War Industries Board are shades of buff, brown, and that can be produced from domestic oxides and other earth pigments. This would point to the more general use of shingles and stain as against siding and paint.

(d) The use of chrome yellow and chrome green should be avoided.

(e) Exterior paints as above should be specified to be made from Government formula semipaste, mixed with linseed oil extended with suitable thinning liquids according to Government standards. (The nature of these ingredients will be taken care of by the governmental purchasing agencies and on small projects the paint may be furnished all ready mixed to the contractors.)

(f) In the case of stained siding or shingle stains, confine treatment to one coat or dipping, in which light effects may be obtained.

2. *Interior wood finish and wall treatments.*—(a) Paint is not to be used for general finishing of interior woodwork in houses and where used, as in the case of the woodwork and the plaster walls and ceilings in bathrooms and toilets and of the walls and ceilings of kitchens or other places designated by this corporation, is to be made on a lithophone base. Two-coat gloss finish over one coat of sizing varnish.

(b) For general finish of interior woodwork, including kitchens, use one coat of oil stain, specified to be "Government formula, one-coat stain," which will be of such a nature that, if desired, upon return to normal conditions, it may then be either varnished or painted without detriment to such subsequent application of material.

(c) Where it may be essential to use paint on interior woodwork other than before noted, apply two coats of lithophone, flat or gloss.

(d) The use of shellac to be avoided as far as possible.

3. *Floor finishing.*—Only in exceptional cases shall wood floors in houses be finished. Whatever the wood, floors should be left bare under the contract; finish, if any, to be applied by the occupant.

Yours very truly,

BURT L. FENNER, General Manager.

REVISED STANDARDS TO BE FOLLOWED IN HOT-AIR HEATING.

NOVEMBER 5, 1918.

1. *Furnace.*—Furnace to be of standard design with cast-iron fire pot and cast-iron radiator of make most readily obtained in the locality in which the project is located. The diameter of grate of furnace for each house should be specified and shown on the plan.

2. *Air supply.*—No outside cold-air boxes to be provided. Air supply for furnace is to be taken from first-floor front hall at a point near the stairs going to second story. Where the securing of such location is not possible or practicable, the air supply may be taken from the living room at a point adjacent to the outside wall.

3. *Size of air supply.*—It is important that the net area of the register and duct for air supply should be equivalent to the sum of the areas of all the hot-air pipes leaving furnace.

4. *Hot-air pipes.*—Each room to be heated is to be provided with an individual hot-air supply pipe run in as direct a manner as possible from the furnace casing, avoiding all unnecessary elbows and turns. Not more than one room is to be supplied from any hot-air pipe.

Hot-air pipes from furnace casing to vertical risers are to be given as much pitch up to the riser as conditions will permit, and due care must be exercised to interfere as little as possible with the head room.

Where it becomes necessary to offset any hot-air pipe above the first-story ceiling, such offset shall have an area 50 per cent greater than the area of the vertical flue.

5. *Kitchen.*—All kitchens are to be heated.

6. *Hot-air register.*—Hot-air registers are to be located so that the horizontal runs of pipe from furnace may be as short and direct as possible, due regard being given to probable location of furniture and swing of doors. In no case should hot-air register be located at or near an outside wall. In all cases they should be located on an inside partition. In general, first-story register, except in kitchen, should be located in floor. Those for kitchen and second-story rooms should be located in walls.

7. *Locating furnace.*—Furnace is to be located as near the center of distribution as possible.

8. *Pipeless furnace.*—Pipeless furnace shall be used only in small houses specially adapted to it. Such special cases would be those of a house having only a hall and living room in first story, or hall, living room and dining room being connected by a large cased opening. It is desirable also when pipeless furnace is used that the staircase be open to living room.

9. No automatic regulators are to be used.

10. Rules for determining sizes of flues, registers, and furnaces:

Hot-air flues.—To ascertain area of hot-air flues for first-story rooms in square inches, add exposed wall surface in square feet to four times exposed window and door surface and divide by 5. For second-story rooms use divisor 6 in place of 5.

For example:

A=net exposed wall surface in square feet.

B=exposed window and door surface in square feet.

Then—

$$\frac{A+4B}{5} = \text{flue area in square inches for first story.}$$

$$\frac{A+4B}{6} = \text{flue area in square inches for second story.}$$

Net exposed wall surface is taken to mean the total exposed wall surface minus total exposed window and door surface.

In no case should a hot-air pipe smaller than 8 inches in diameter be used.

Recirculating air-register face and duct.—Recirculating air-register face and duct is to have a free net area equal to the sum of the areas of all hot-air flues leaving furnace. These ducts should be made air-tight and may be constructed of matched sheathing or wall board.

Furnace.—Indicate size of furnace on plan by naming grate diameter, which should have an area equal to eight-tenths of the combined area of all hot-air flues.

The specification hereto attached provides for furnace adapted to the burning of anthracite coal. When furnaces are to be used in a region where soft coal is burned, the specification shall provide for furnaces having grates specially adapted for such use.

ADDENDA TO STANDARD SPECIFICATION FOR PLUMBING, GAS FITTING, AND SEWERAGE FOR DWELLING HOUSES.

NOTE.—This addenda is to apply until regular forms of specification are adopted after final standards of plumbing fixtures have been approved by the War Industries Board. Unless specially mentioned, the clauses in the original standard specification are to remain as written.

1. *In general.*—No change.

2. *Guaranty.*—No change.

3. *Permits and certificates of inspection.*—Contractor shall take out and pay for all permits and certificates of inspection required by authorities having jurisdiction for connections to sewerage, drainage, water, or gas systems.

4. *Tests and cleaning.*—(a) The house drain shall have a full size Y branch just inside the building for a test opening, this branch to be permanently sealed after final smoke test is made. At the foot of each stack there shall be an extra heavy cast-iron bend and clean-out of pattern to allow testing of house drain and stack separately. The house drain shall be tested with a 10-foot head of water, or if weather prevents, with a 5-pound smoke air pressure test.

(b) The entire piping system above underground line shall be tested before fixtures are set by filling with water, or if weather prevents under a smoke air pressure test of not less than 5 pounds. Any leaks showing must be repaired and tests continued until pipes stand tight.

(c) When the work is complete and fixtures set, the piping above ground shall be given a final smoke test with pressure equal to 1-inch column of water.

(d) When all work has been finally tested, contractor shall clean all fixtures, slate, pipes, and other exposed work.

(e) All traps, wastes, drains, supplies, etc., shall be shown to be free and unobstructed, and all plated, polished, bronzed, or painted work shall be thoroughly cleaned.

5. *Protection.*—No change.

6. *Street connections.*—No change.

7. *Storm water.*—No change.

8. *Excavation.*—No change.

9. *Drain pipes.*—Lay pipes connecting with each downspout and discharge according to one of the methods outlined above. Pipes shall be 4-inch (or size as marked), salt-glazed, socket vitrified or Portland cement concrete laid on solid bed with strong, even fall and with all joints made as for house sewer or drain. All bends shall be made with $\frac{1}{2}$ bends, all branches with Y branches, and all upturns to receive downspouts with long bends well blocked against settlement. Wherever tar and gravel roofs occur under condition (7-A) as above, drainage system shall discharge into grease trap, which will act as gravel basin. Under condition of system (7-B) a separate crock gravel basin will intercept all gravel. A separate gravel basin shall be required on (7-A) where grease trap is omitted. Downspout stubs shall be extended at least 2 inches above finished grade. Contractor shall cooperate with sheet-metal contractor in locating same.

10. *House sewer and house drain.*—Below ground to be salt-glazed, vitrified, earthenware pipe, or Portland cement concrete pipe. The joints shall be made by first inserting a strand of picked oakum or hemp, dipped in neat liquid cement for a cement joint and by filling the hub with a 1 to 1 cement mortar or grout, or the joints may be made with an approved compound. Pipes shall be laid on a solid bed of earth with even, strong fall of not less than 1 inch in 5 feet. All changes in direction shall be made with Y branches. Where traps or upturns occur on underground house drains or rain-water pipe, the same are to be bedded in a 12-inch cube of concrete. No house traps or fresh-air inlets shall be used.

11. *Waste-pipe connection.*—Omit.

12. *Clean outs.*—Place cast-iron combination clean-out Y's or test fittings with brass screw caps at the foot of each riser.

13. *Floor drains.*—Omit; do not apply to houses.

14. *Catch basins.*—Omit; do not apply to houses.

15. *Subsoil drainage.*—Others will place open-tile drain where same is required around footing trenches on inside of walls and extend through wall. This contractor shall provide deep seal trap and connect to sewer.

16. *Back-water gates.*—Omit; do not apply to houses.

17. *Soil, waste, and vent stacks.*—(a) Nothing larger than 4-inch diameter or heavier than standard plain cast-iron soil pipe is to be used for vertical stacks above ground, full size of stack to be carried

through roof. All joints shall be calked with oakum and poured with lead. Extensions through roof shall not be less than 6 inches above surface. The weight of pipe specified does not preclude the use of existing manufactured stocks.

(b) Standard weight wrought-iron or steel pipe, galvanized inside and out, with all joints screwed with standard fittings.

(c) Where not more than two water-closets and six smaller fixtures, in which case the fixtures on the lower floors shall be circuit vented, occur on one stack, and, where local ordinances permit, 3-inch pipe will be permitted. Otherwise soil pipes shall be not less than 4 inches and wastes not less than $1\frac{1}{2}$ inches. Vents shall be not less than $1\frac{1}{2}$ inches and increased as ordinances or good practice require.

(d) Soil and waste pipe shall continue through roof as a vent and shall be provided with an increaser where ordinances so require, and shall be flashed at roof with adjustable No. 24 galvanized-iron flashing with lead caulking ring of approved make.

(e) There shall be no back vents used.

18. *Revents.*—Omit.

19. *Pipe supports.*—No change.

20. *Supplies.*—No change.

21. *System, cold.*—Bring in $\frac{1}{2}$ -inch supply for single houses and extend underground in asphaltum-coated galvanized pipe to convenient location and furnish and set nonfreezing type of main shut-off and drain cock. Furnish and connect meter wherever same is required by local rules. Where houses have basements, shut-off valves shall be set in basement. Where not excavated, shut-off valve handle shall be extended up through floor. From main supply take off and run branches to heating boiler, sill cocks, hot-water heater tank, coil in furnace or boiler, and to all fixtures.

22. *System, hot.*—Take-off of hot-water tank and run supplies to all fixtures except water-closets.

23. *Air chamber.*—Provide adequate air chambers by extending top of run 18 inches above highest fixture.

24. *Valves.*—Place shut-off valve on main supply just inside the front wall and a shut-off valve on supply to hot-water boiler and a stop and waste cock supplying sill cock.

25. *Hot-water tank.*—Hot-water tank will be specified later under fixtures.

26. *Valves.*—Omit.

27. *Sill cock.*—Sill cocks shall be brass body, lock-shield type with $\frac{1}{2}$ -inch hose bibb, and set to drain toward inside.

28. *Arrangement.*—All piping shall be firmly held in place by approved hangers spaced not more than 8 feet O. C. Where possible, pipes shall be run in gangs and spaced for covering; all pipes shall be laid out with consideration given to appearance, to conserve headroom, avoid interferences, and to have all control valves easily accessible.

29. *Sizes.*—Run branches in the following size internal diameter pipe for hot and cold water: $\frac{1}{2}$ inch to hot-water tank and to bathroom; $\frac{3}{4}$ inch to sill cocks; $\frac{1}{2}$ inch to bathtubs, lavatories, laundry trays, water-closets, and sinks.

30. *Covering.*—To be determined and specified by the architect for each project, according to exposure requirements and localities, being careful to insure adequate protection against frost.

31. *Roughing-in.*—Rough-in for all fixtures as shown on drawings.

32 to 40. *Fixtures.*—New standards for fixtures now being prepared by the War Industries Board and will be a subject of future communication.

41. *Gas fitting.*—Supply will be brought through wall of building and capped. Contractor shall provide shut-off and meter loop and shall extend lines to location shown for gas range and hot-water heater and extend branch capped at wall to each bathroom in all stove-heated houses. He shall also leave capped T in furnace room in basement for future hot-water heater connection. All work shall be installed in full accord with the rules of the company furnishing gas, and contractor shall make all tests and pay for any inspection required.

APPENDIX XII.

CONSTRUCTION DIVISION.

Purpose—Organization—Traveling supervisors—Letting construction contracts—Letting subcontracts—Project managers—The field organization—Cost Engineering Branch—Materials Procurement Branch—Summary of activities—Causes of cost and delay—Emergency and Powder Plant Construction Branch—Repair Branch—Form used for submission of bids—Summary of contracts as of June 30, 1919.

The Cost of Housing, by LeRoy K. Sherman, President, United States Housing Corporation: Frame houses—Specifications—Cost—Cost of building materials—Unit scale of wages—Hollow tile and brick houses—Overhead, land, and utilities—Existing housing problem with reference to increased cost of building—Comparative cost of modern six-room frame house for 1913 and 1919—Comparative cost of modern six-room house of hollow tile, stuccoed, for 1913 and 1919—Comparative cost of modern six-room house of brick, face brick exterior, for 1913 and 1919—House building materials, comparison of unit prices, 1914-1919—Union scale of wages in the building trades, June, 1913-1919.

PURPOSE.

The United States Housing Corporation was formed primarily for the purpose of housing the surplus of war workers called from all parts of the country to the congested centers where war machinery was busy night and day producing materials for war purposes. In time of peace construction efficiency means economy; in war time efficiency means speed. The Construction Division was given the problem of building the necessary shelter for war industry workers, furnishing as much comfort as economically possible but with speed as the main object. The first plan worked out was to utilize all houses and buildings already constructed in each locality needing more housing. This was done in every way possible—vacant houses for rent were listed in local registries; where necessary houses were commandeered or acquired by lease; and under the Construction Division repairs and alterations were made to make them tenantable. Hotels were purchased, remodeled, and used to house workers.

The final method of meeting the needs of the community, where other devices could not solve the problem, was by the acquisition of land and construction of houses thereon. Where the other methods mentioned above were inadequate it was necessary for the Housing Corporation to embark upon the building of houses for the accommodation of war workers, and in some instances this practically involved the building of complete new communities. Each enterprise was termed a "project." Before determining upon the construction of permanent houses in such a project, however, the corporation satisfied itself, after careful

investigation, as to the industrial stability of the community and the probable existence of a normal population in non-war times which would justify such an addition to the local housing so that the enterprise would be a safe investment.

Permanent construction in such a project usually included all the house combinations, single, double, or grouped in varying numbers in rows, boarding houses, apartments, and sometimes dormitories. Dormitories, however, have been employed only where there was the clearest assurance of their being urgently needed, where great speed was essential, and especially where the nature of the industry indicated an unstable post-war existence.

While these plans were being formulated by the engineers, town planners, and architects, the Construction Division, which was to act in the capacity of a general contractor for all the different projects, was busy creating an organization to do the actual construction work.

The formation of the Construction Division began about March 15, 1918. The details of organization were not decided upon until the latter part of April, as the Bureau of Industrial Housing restrained the activities of this division until a definite policy of action could be determined. This policy, in turn, was dependent on congressional action and had to await passage by Congress of the bill authorizing the activities of the bureau.

In the meantime, the problems incident to the handling of a great volume of separate and diverse projects over a wide area, for which no ordinary con-

tracting experience offered an exact precedent, disclosed themselves. As the magnitude of the work became evident, it was found necessary to frame and create the nucleus of an administrative staff and to secure the services of well-qualified men as chiefs of different branches in order to be prepared for the anticipated requirements when actual construction work should proceed, and also to prepare for the formation of the field executive staffs.

ORGANIZATION.

The Construction Division as fully organized at the time of the signing of the armistice consisted of the following executives and divisions:

General executive:

Manager.

Seven traveling supervisors.

Three assistants to the manager.

Contract section.

Assistant manager.

Field organizations.

Branches:

Cost-report engineers.

Materials procurement—

Materials section.

Requisition section.

Priorities section.

Traffic section.

Emergency and powder-plant construction.

Repairs.

To handle the surplus materials resulting from the cancellation of projects after the signing of the armistice and to negotiate settlements with contractors and vendors for work and materials canceled, two more branches were added: Adjustment committee and sales branch.

In the personnel list accompanying this report are given the names of all those who from time to time held the various positions named. (See Vol. I, Appendix III.)

The manager not only supervised the general work of the division but also controlled the policies and directed the activities of all branches and sections. All directions to those in the field had to receive his approval. He selected all contractors in the manner hereinafter described; he interviewed all bidders, heard and adjusted all complaints, and passed on all reports. For a while he also personally supervised all mail. When this task became too great for one man, in addition to his other duties, part of the work was taken over by the assistant manager. No letter or telegram was allowed to leave the office until it had been personally read and approved by either the manager or one of his assistants.

The general policies to be observed by the field forces were controlled by the manager through the traveling supervisors. The details of field work were

under the direction of the assistant manager. He controlled the work through the project managers, who were in fact district managers, each having general supervision of and responsibility for the projects in a given territory.

The manager's three assistants aided him in handling the mail, in consultation and interviews, and in the preparation of orders for changes in the field work. They also kept general check on the relative progress and costs of the projects for the purpose of keeping the field work as close as possible to schedule as to both time and cost.

The following composed the executive personnel of the Construction Division at the time of the armistice:

Manager.....	Daniel T. Webster.
Assistant manager.....	William C. Lewis.
Assistant to manager.....	W. J. Thistlewaite.
Assistant to manager.....	T. E. Videto.
Assistant to manager.....	Wm. C. Bradbury.
Chief, contract section.....	H. McLaren.
Coordinating officer.....	Maj. James E. Schuyler.
Chief, cost-report engineer branch.....	J. C. Prior.
Chief, materials procurement branch.....	C. Birdseye.
Chief, materials section.....	G. A. Porter.
Chief, powder-plant construction branch.....	W. S. Painter.
Superintendent, repair branch.....	Capt. A. T. Moore.
Chief, requisition section.....	A. M. Worthington.
Chief, traffic section.....	Sidney King.

TRAVELING SUPERVISORS.

Directly under the control of and reporting to the manager was a corps of traveling supervisors, who spent their time on the road and whose business it was to see that the work was carried out well, rapidly, economically, and without friction. They heard all complaints and all disputes between the contractor's and the Government's forces, and in so far as possible settled these in the field.

The traveling supervisor's functions are best shown by the following extract from the manual of instructions issued to each supervisor by the manager:

The manager of the Construction Division will appoint competent men, to be known as traveling supervisors, who will be vested with authority to represent the manager in the field.

Certain defined projects will be assigned to each supervisor, who will visit each project periodically.

The supervisor will be authorized to adjust and settle differences of opinion between the works superintendents and the contractor, defining the policies of the corporation and interpreting the contracts when called upon to do so.

After the contract is awarded, the project manager, works superintendent, and contractor, or his representative, shall meet in conference with the traveling supervisor relative to a program to be followed out in the execution of each contract. The minutes of these conferences shall form the basis for the operative plan and are to be submitted to the manager of the Construction Division for approval. Thereafter the project manager, works superintendent, and contractor shall confer with the traveling supervisor, individually or in joint conference, as the traveling supervisor may elect, so that he will be thoroughly conversant with the various questions or decisions that may arise.

The traveling supervisor shall arrange to preside at conferences to be held at the site at a stated time each week, and his decision

and an extract of the important parts of the minutes of such conferences shall be considered as decisive, subject, however, to an appeal to the proper authority at Washington.

When occasions arise wherein it is deemed advisable on the part of the supervisor to make changes of plans and specifications in order to effect economies or facilitate the progress of the work, it is deemed advisable that the supervisor shall discuss these matters with the architects or engineers and obtain their concurrence, or if there is a difference of opinion the matter shall then be referred to Washington for final decision.

The main idea of having a traveling supervisor is to centralize the authority in the region to which he is assigned and to assist the works superintendent to adjust differences of opinion between the contractor and himself, as well as to obtain the result of his major duties in regard to the execution of the work in an economical and diplomatic manner.

The following were the traveling supervisors: G. B. Beaumont, A. M. Ganson, Walter Reid, jr., J. M. Murphy, J. H. Nolan, M. C. Reynolds, and J. C. Vreeland.

LETTING CONSTRUCTION CONTRACTS.

As a necessary adjunct to the actual work of construction in a corporation undertaking building operations of such a magnitude as was contemplated by the United States Housing Corporation, it must be easily appreciated that not the least important part of the labors connected with this work was awarding of the contract itself; to make proper award is a matter of sufficiently serious consideration to any one engaged in building work; to make an award under Government supervision with funds furnished by the Government under regulations more or less stringent needs more than ordinary care.

One of the most important items of the Construction Division's work was the selection of the contractor. Conditions made it necessary to select a contractor for a given project before the drawings and specifications were entirely completed, and there were certain war restrictions imposed upon the corporation in the purchase of materials and the securing of labor which made it impossible to follow usual peace-time methods of competitive public bidding and still keep within reasonable bounds as to cost. A method was therefore devised to enable us to make the best selection as to responsibility and low cost on a truly competitive basis. This method comprised, first, the compilation of a list of available contractors within a reasonable radius of the project. Private and confidential reports concerning the financial standing and business ability of these contractors were secured, together with statements as to other Government contracts upon which they were then engaged, it being the desire of the management to secure as contractor one who would be able to give his undivided attention to the work in hand. Questionnaires were then sent out to all contractors making application to the corporation in Washington and to those whose names were given to us,

These contractors were then investigated, their financial standing inquired into, and other inquiries made to establish their ability to handle the class of work contemplated. Through the courtesy of the emergency construction committee of the Council of National Defense, we were able also to make use of their questionnaire files and data. Bradstreet's and Dun's reports were referred to for the financial standing of those under investigation. Confidential agents made particular inquiry of those who were not otherwise known to the officials of the corporation, and every effort was made to put on the available list only contractors who could show that they were reliable, capable, and qualified to undertake the contracting management of our work. When the Production Division delivered to us the drawings and specifications for a project, five or more contractors who were located within a reasonable radius of the project were selected from the available list by the manager and submitted to the president of the corporation for his approval. These were then furnished with drawings, specifications, and all necessary data to enable them to understand the scope of the contemplated work and to make estimates of plant and time requirements, cost, and fee. The list of these selected was in each special instance made up from the contractors best suited for the particular class of work contemplated, bearing in mind the location of the work to be done and, as a general rule, making an effort to select contractors familiar with the locality and the conditions to be met at the place where the construction work was to be done. As a result of this method of selection the keenest competition existed among the contractors selected as best suited to handle the work in hand, and real competition was obtained at a time when labor conditions as well as the market for materials made ordinary contracting methods quite unsuitable and accurate estimating almost impossible.

Lump-sum contracts were practically out of the question, save in a very few instances, and no reliable contractor at the time would bid on a lump-sum basis unless his bid carried an assured profit out of all proportion. The system of cost plus a fixed fee and fixed plant rental was therefore adopted, the contractor's estimate of the entire cost of the work being recognized and accepted as purely tentative and subject to conditions over which he necessarily would have no control. It placed upon a competitive basis the only items in regard to which real competition could exist, namely, his contracting experience, for which he was paid a fee or practically a retainer, and the use of his plant, which, as a general contractor, he would have or be in a position to obtain. It eliminated entirely the principle of cost plus percentage contracts, in accordance with instructions from Congress. We considered the principle of cost plus a fee to be sound, since it tends to reduce the speculative

spirit on the part of a contractor, eliminates the possibility of an excessive profit, places the cost of the work where it properly belongs, on the owner, and tends to make more stable the general principle involved in the award of a contract—that the owner shall pay for the work done and the contractor be remunerated for his services. (See also report of Legal Division, p. 352.)

Under the act of Congress by which the Housing Corporation came into being we were precluded from awarding any contract unless competitive bids had been obtained from at least three contractors. We obtained competitive bids from as many as twelve contractors on many of our projects, and designed what has been said to be "an impartial attempt along scientific lines" to secure the best available contractor at a time when the Government controlled the money market, the material market, and the labor situation. In addition, the penalty and bonus clauses in our contract created an incentive to the contractor to keep down his costs. The award of the contract was made to that contractor whose bid was the lowest in price as to fee and plant rental, but where the estimated cost was suspiciously low or the plant rental and fee so low as not to give the contractor a fair return for his labor or where the bid showed inability on his part to form a correct estimate of the work to be done, we were enabled to make our award to that contractor who, in our opinion, came under the provision of the act of Congress which provided that the contract should be let to the "lowest responsible bidder." The men in charge of the Construction Division were all experienced architects, builders, and engineers, and competent in every respect to pass upon the responsibility of the competing builders; in no case has adverse criticism been directed toward us by those who knew the conditions or took pains to examine into the methods employed.

In the award of 60 or more contracts by this division at least 700 individual contractors were selected to bid upon the work, and this in our opinion invited the greatest possible range of competition and secured to this corporation many of the benefits which other departments of the Government had been deprived of.

The form used for submission and comparison of bids is shown on page 214. As will be seen, the total obtainable number of points was 400. Reduced to a percentage basis, the chief items considered were organization, plant, and time, which together counted for 70 per cent, against 30 per cent for cost estimates. It is also to be noted that the possession and delivery of the plant counted for 80 points and its use for rental only 20 points; that is, the contractor who had the plant to use, even though he asked more for it, had the better chance to get the contract, because he was in the better position to carry out the work rapidly. Under the war conditions governing our work

speed was the main consideration, cost being of necessity secondary. In commercial work the markings would probably be more nearly reversed, i. e., 30 per cent for speed and 70 per cent for cost.

The best bid under each item was given the full number of points, and the others were marked proportionately; thus if five months was the best time bid it would be marked 100, six months would be 80, eight months 40, etc.

Estimates were delivered in specially prepared envelopes, stamped when received as to date and time, tabulated and rated by a committee, after analysis, and the results presented to the general manager and president for award based on the construction manager's recommendation. The successful contractor was notified and instructed by the various branch chiefs in methods to which he must conform governing the execution of his contract.

The preparation of the contract itself was no mean task. In an effort to hold the contractor to the highest degree of accountability, while at the same time dealing with him in that liberal spirit which is essential during such strenuous times, it was most important to create in his mind that feeling of cooperation which was vital to the success of our construction program. Copies of contract forms used by other departments were obtained and examined and their best features were incorporated in our contracts. The result has been that our form of contract has attracted the notice of civic bodies, school boards, municipal committees, and private individuals contemplating work in the immediate future and it has been pointed to in many cases as a model. Of its weaknesses we are aware and have been made aware from time to time of the fact that it could be strengthened in many particulars and improved in many of its features, but the conditions under which the governmental agencies operated were so different from the conditions prevailing in private enterprises that it was almost impossible for any group of men to produce a universally satisfactory form of contract.

The contract form itself was revised from time to time. Originally the contract provided a bonus but no penalty; this was later altered by inserting a penalty clause to act as an additional check on any tendency on the part of the contractor to permit undue expenditures. (See p. 366.)

Probably the weakest point in the contract from a practical point of view was the definition of the plant for which the contractor was paid a lump-sum rental.

Originally this included everything except the permanent work and certain items of lumber for concrete form work and scaffolding. In later forms, a number of other items, such as temporary buildings, roads, etc., were excluded from plant. The definition of plant has remained, however, the principal source of misunderstanding and has been the chief, if not

the only, requirement of the contract which has caused complaint. This is due to the fact that there are innumerable items of a minor nature which do not enter into the permanent work and yet are consumed in the execution of the contract and which it is the custom of the business to charge to the cost of the work and not to plant. The following are items which practically every contractor has protested against paying for as plant: Rubber boots, hose, oil for lanterns, files for sharpening saws, gasoline for torches, tool chests, blacksmith supplies, masons' scaffold plank, and horses. This defect might, however, be remedied by specifically excluding from plant for which rental is paid all items such as the above which are practically consumed on the work. These should be purchased and charged to the cost of the work; any portion not consumed can be salvaged at the completion of the project, as is done with the temporary buildings, office furniture, etc.

In preparation and execution of the contract itself, time was reduced to a minimum by means of our loose-leaf system, whereby all items of the work were grouped together on one sheet, inserted in the contract, and not distributed throughout the body of the contract, as is customary. All the printed part of the contract is grouped together and the contractor at a glance can tell the nature of the work to be done, the time, etc., and further familiarize himself at his leisure as to any points in the body of the contract.

Of particular service has been our abandonment clause, which permitted us almost immediately to cease operations upon the signing of the armistice and to reimburse the contractor upon a fair and equitable basis and to satisfy all dealers in materials and those having claims arising under the contract, so that within 90 days after our operations practically terminated every claim under abandoned work had been brought to such a condition of settlement that our liability could be definitely determined. In no case have we been confronted with the prospect of litigation with its incidental hardships both to the contractor and to the corporation.

LETTING SUBCONTRACTS.

In addition to the general contract, a form of subcontract was also prepared, which in general served all purposes. The general contractor was not permitted to sublet any work without the approval of the corporation and was required to make all subcontracts on one standard form and file them in the Washington office. We thus had complete control of the subcontractors as well as the general contractor. The latter was permitted to make his own selection of those who were to bid on any subcontract, but the corporation reserved the right to reject any bidder it did not consider responsible (as required by act of

Congress) and to direct the award to the lowest responsible bidder.

The subcontract form adopted served its purpose and caused no dissatisfaction or dispute in its interpretation, except in one particular. Article XV, referring to the general contract provisions, is indefinite and has given rise to the claim that special benefits allowed the general contractor, such as the giving of a bonus, are by it carried over to the subcontract and granted the subcontractor. This claim has never been admitted as valid by the corporation.

The subcontract form is somewhat weak in that it attempts to furnish one set form both for lump-sum and fixed-fee contracts, thereby causing some confusion and leading to the claim that the contract contains inapplicable conditions. It would probably have been better to have had two forms, although the use of a single form has in no case resulted in a misunderstanding of sufficient magnitude to cause a dispute as to the amount or method of the work to be done or the payment therefor. It is almost impossible to devise a single form of contract which will suit all conditions.

PROJECT MANAGERS.

A staff of project managers was organized to act as assistants to the assistant manager to follow up the details of each project from inception to completion. To each manager were assigned the projects in a given district—usually from three to six—so that he was in fact the district business manager for the corporation. When it was decided to proceed with a project the manager for that district was notified, and it was his duty to see that the drawings and specifications were rapidly prepared and that the work of the project architect, engineer, and town planner were properly coordinated. Up to the time when the work was turned over to the Construction Division ready for estimating, the project manager acted as an assistant to the general manager of the corporation. He called meetings of those interested in the project either in Washington or in the office of the architect, engineer, or town planner, as seemed advisable. At these meetings he presided for the purpose of speeding the work; he established, by agreement with those interested, the dates for submission of preliminary and final drawings and specifications; he ascertained what information was needed from the corporation divisions and officials and saw that it was furnished; he reported these meetings directly to the general manager and followed up the work to the end that it should be properly completed in the shortest possible time.

When the work was delivered to the Construction Division the first duty of the project manager was to study the plans and specifications to see that there was nothing omitted; that the architectural, town

R-201-A



200



PUGET SOUND NAVY YARD (BREMERTON), WASH.

Type R-201-A, Four-room Bungalow.

Type 200, Three-room Bungalow.

(See Vol. II, p. 322.)



204-A



PUGET SOUND NAVY YARD (BREMERTON), WASH.
Types 204 and 204-A, Five-room Detached Houses.
(See Vol. II, p. 322.)

planning, and engineering work properly fitted together without any overlapping; and that there was no extravagance. As this usually had to be done in from three to five days, a technical knowledge of all branches of the work was a prerequisite, together with previous training in the preparation of similar work for estimating. The project manager was consequently of necessity a trained expert, and practically all of those appointed were either architects or engineers with ten or more years' practical experience.

Upon the award of the contract the project manager instructed the contractor and the works superintendent as to their duties, introduced them to the heads of the several divisions of the corporation, and explained to them the methods of organizing to meet the Government requirements and war conditions, the method of procuring materials and labor, and the other details of the work in the field. The contractor was required at once to prepare his requisitions for materials and a schedule of his labor needs, and these were checked by the project manager and turned over to the materials procurement branch and the Industrial Relations Division, respectively.

During the progress of the work the project manager had complete charge of the office work. It was his duty to see that the materials were ordered in proper time and that all orders complied with the contract requirements. He also had to follow up the field work to determine the cause of and remedy delays and to see that the field office work was properly carried out, making such visits to the site as might be necessary to achieve this. It was his duty also to check the field purchases of material, to the end that extravagance and waste would be avoided as far as possible. Due to the war conditions and the resultant inevitable confusion and delay, some loss was unavoidable. This was enhanced also by the impossibility of obtaining in all cases the class of men desired for the field force. Failure on the part of the field force to report properly and lack of care in keeping records, both by the field force and the contractors, undoubtedly resulted in loss. Materials were not always bought in the best market; sometimes their need was not properly foreseen, and to avoid delay they had to be purchased locally at high prices; sometimes duplicate and excessive purchases were made and reports were so delayed that by the time the project manager had received and checked them it was too late to stop delivery; even when delivery was stopped settlements had to be made with the vendors for the loss they suffered through cancellation of the orders. On the whole, however, such losses were remarkably small considering the conditions under which the work was carried on, and to this record, probably as good as that of any division of the Government, the project manager, through his skilled training and vigilance, contributed his full share.

The following excerpts taken from instructions to project managers gives a good idea of their duties:

Each project will have a project manager stationed at the corporation office, whose duty it will be to follow up all the details in connection with his particular project from its inception to its final completion. On him will rest the responsibility of anticipating all the requirements of the work and overcoming all difficulties which would tend to interfere with and delay its completion. Tact is of the first importance in fulfilling his duties; otherwise teamwork becomes impossible.

In the first or design stage he operates under the direction of the general manager and reports to him on all matters concerning progress of the work of the architect, the engineer, and the town planner engaged in the design work of the project.

He will attend all conferences where his project is to be discussed, reporting to the general manager the results and calling particular attention to all matters which will have a tendency to interfere with the speedy and proper completion of the work.

He will visit the offices as often as necessary where the planning is being done and make notes of the progress of the work, the number of men employed, and arrange, where possible, schedules fixing the time when conferences should be held and when the drawings will be completed.

He has no authority to decide technical questions of architectural or engineering design, but he shall place himself at the disposal of the engineers and use his best efforts to obtain decisions with such promptness as the gravity of the problem will permit.

He will inspect the site to observe local conditions, gather information as to available materials, the standing of local contractors, transportation facilities to the site, and such other data as may be available and useful to the corporation.

As soon as the preliminary questions have been adjusted, arrange with the designers a schedule of dates when the drawings and specifications will be ready for estimates and follow through until the drawings have been delivered to the Construction Division.

He will take up with the Construction Division in due time the question of the selection of bidders, so that the list can be complete when plans come in. Take up the question of field organization with the Construction Division in order that it be complete when the job starts.

He will discuss with the Estimating Division questions relating to specifications and materials.

He will see that the purchasing branch is informed as to the materials proposed to be used in the project and the approximate quantities.

He will obtain for the purchasing branch data concerning local materials, such as sand, gravel, stone, etc., with prices, quality, and hauling distance to the site. The matter of sufficient supply of these materials is also important.

It is of the greatest importance that the specifications of the three design elements should nowhere overlap. Project managers will therefore take special care to cross check these specifications at their meeting points and call attention to deficiencies or overlapping.

As soon as the drawings are received by the Construction Division, the project manager transfers his activities to that division, receiving instructions from and reporting to the construction manager, with duplicate copies of reports sent to the general manager.

He continues to follow through on all negotiations incident to the letting of contracts, the adjustments or modifications of plans and specifications, secures approvals of the drawings from other governmental agencies where necessary or advisable, and sees to it that all contract documents are in order, that they have been scrutinized by the legal department, and that copies are delivered to the proper parties.

He will confer with the contractor and the works superintendent regarding details of the operation in laying out the work, deter-

mining traffic facilities, hospital facilities, the temporary housing of workmen, the establishing of the commissary, the making of the time schedules, material schedules, and all the important preliminaries necessary to be decided and fixed before the field work is started.

General reports from the field staff will be passed to the project manager for analysis and then reported to the construction manager in brief, concise form.

The project manager will visit the work from time to time during progress in order to gain a better understanding of the progress reports.

THE FIELD ORGANIZATION.

The selection of the works superintendents in charge of the field staffs was arranged in conjunction with the committee of design (composed of the architect, engineer, and town planner) for each project and the nominees were then thoroughly questioned and investigated by the division heads before approval was made. If satisfactory, they were then appointed shortly prior to actual work being started. The duties of the works superintendents were outlined as follows:

The works superintendent is the principal executive in the field and is responsible to the bureau in Washington for the successful execution of the work as a whole. As representative of the director, he interprets the contracts and determines policy and methods of procedure, receives instructions from the bureau and transmits them to the contractor, and makes reports to the bureau at stated intervals showing progress and costs. He certifies all bills and pay rolls, duly approved by auditor for payment, and must know before certification that they are correct and are just and proper charges against the work.

He engages inspectors and such other assistants as may be required to make sure that all work on the project is properly and efficiently performed and that all the moneys are wisely expended with the utmost regard to economy consistent with the scope of the project. The works superintendent is under the authority of the bureau and reports to the manager of the Construction Division.

He must coordinate the activities of the several departments under him and bring them into complete harmony, keep in close touch with the contractors, inform himself as to material deliveries, see that the workmen are organized into efficient gangs, and make every effort to meet the time schedule and avoid waste.

As the works superintendent was nominated by and paid through the office of either the project architect or the project engineer, it was deemed advisable to have a direct corporation representative on each project to act as confidential adviser to the manager of the Construction Division.

On November 1, 1918, this office was abolished and the works superintendent was made a direct employee of the corporation. As events proved, it would probably have been better had this method been adopted in the beginning. With the newness of the corporation and the difficulty of selecting so many men at once, whose previous history was known only from reports, it was deemed best at first to rely on the architect and engineer for the main field appointments. Where this method was unsatisfactory it was due to misunderstanding, on the part of those making the appointments, of the duties to be performed. The men appointed were well trained in professional supervision

of work and no criticism can be made of their ability or performance in this regard. Many of them lacked, however, the practical training in contracting superintendence necessary for the position, and in some cases changes had to be made, as the superintendent was not sufficiently familiar with this part of the work to control and guide properly the contractors and the field forces. Later appointees were men of contracting experience—usually independent contractors who surrendered their business to aid the Government in its work. Many of them had also a professional training. These men were uniformly successful.

The field auditor, though a member of the field force and under the direction of the works superintendent, was appointed by and reported to the chief auditor of the Fiscal Division of the Housing Corporation. He not only kept up an account of all pay rolls and labor costs, but also supervised the checking of all materials delivered to the work and audited and paid all bills for both labor and material. All orders for material placed and all bills and pay rolls, when audited, were approved by the works superintendent before the materials were actually ordered or any payment made.

The field staff manual instructed the superintendents as to the arrangements to be made with regard to fire protection, hospital requirements, distribution of material, and the functions of the departments coordinating with the Construction Division.

In beginning the work on each project, various and interesting problems presented themselves to be solved. In many cases the preliminary operations were as important as the actual building of the houses. Sites had to be cleared, barracks and commissary buildings erected, and other accommodations prepared for the welfare of the workmen engaged on the work; railway sidings had to be constructed, sawmills and trestles for material erected, transportation arranged, and general organization effected. Special reports from the project managers and works superintendents explained in detail the manner in which this was done.

The requirements for labor were forwarded to and handled by the Industrial Relations Division of this bureau.

Of necessity, in the organization of an entirely new machine, there were complications and difficulties to be met in its preliminary operations, and rearrangements had to be made from time to time as conditions became evident. Each such case was taken promptly in hand and proper adjustments made to insure a harmonious and effective working staff in conjunction with that of the contractors. Labor difficulties were prevalent, and it was, unfortunately, not possible to find a sufficient staff of men to operate the jobs as expeditiously as was desired. There was also need to compete with other govern-

mental branches that were trying to rush the work assigned to them and experiencing similar difficulties. The allocation and delivery of material was retarded in many instances because of congestion and extraordinary demands. Yet with the aid of the War Industries Board and affiliated governmental assistance, and the cooperation of the contractor, in the main contracts have proceeded with fairly uniform speed and in most cases close to schedule time.

One of the first bulletins issued to each works superintendent and contractor was a manual on fire protection which gave complete instructions as to equipment and arrangements to be made to protect from fire. Great care was used and fire marshals and watchmen appointed on each project. After projects were well under way a chief fire marshal was appointed, located in the bureau, and visiting each project to make very careful inspections and recommendations for fire protection.

Weekly meetings were held, both in the field and the Washington office, for the interchange of views by the project managers and other members of the Construction Division, and also in order to perfect and coordinate the functions of the various branches of this division and the corporation in general.

The traveling supervisors were in constant touch with the president of the corporation, acting as his confidential agents in conjunction with their other duties as supervisors of the Construction Division, enabling him to be always closely familiar with actual conditions at the works, their reports being supplemented by the routine reports from works superintendents and project managers and the personal reports of the manager of the Construction Division.

COST ENGINEERING BRANCH.

Cost engineering consisted of two functions—first, the keeping of complete, immediate, and accurate records of the cost and progress of work performed; and, second, the utilizing of this information to speed reduction and reduce costs.

In the organization of the United States Housing Corporation the function of keeping records was divided between the cost engineering branch and several other divisions. The Fiscal Division performed all the routine bookkeeping and auditing, distributing the costs to certain accounts, as required by the cost engineering branch. Production was recorded by the cost engineer, aided by the Engineering Division and the field inspectors. The cost engineering branch took the information thus gathered and put it into understandable form for the heads of the corporation. Progress was computed and charted by the cost engineer. The speeding of production and the reducing of costs was divided between the cost engineers, the traveling supervisors, and the project managers, all acting as aids to the

works superintendents, who were primarily responsible.

In the building business there are perhaps no two contractors who estimate the cost of buildings in exactly the same manner. If the estimates prepared by the various contractors were accepted by the corporation as presented, there would be no end of complications for the corporation in keeping accurate costs. Hence, the first duty of the contractor after obtaining his contract was to transpose his estimate, which was originally made in his own desired method, into the form required by the corporation. This was known as the official estimate.

The form of cost keeping and comparison used by the corporation it is thought is the best method known for construction work. The basis of the system is the unit cost. In plain English this means that if one square foot of lumber costs so much, a hundred square feet of it would cost 100 times the amount, more or less, according to the method of handling the work. Larger quantities might cost less than smaller quantities *per square foot*, but naturally a larger amount of work could not be done for less *in toto* than a small amount of work.

The contractor, therefore, was required to "break down" his estimate into units which were adopted for the purpose of this system. In the case of lumber cost was estimated per thousand feet board measure, excavating was estimated per cubic yard, brickwork per thousand of brick laid in the wall, plastering per square yard on the wall, floors per square foot, etc., according to the nature of the material which was used in the construction. The contractor then endeavored to keep the cost of construction within these estimated amounts and he proceeded with the contract on this understanding. The responsibility of keeping this cost within the estimated cost was therefore upon the contractor. At the same time, however, the corporation had to keep a check on the contractor and see that he was living up to his contract. This was one of the duties of the works superintendent, whose position is explained under the heading "Field Organization." Reporting to the corporation through him were the resident cost engineer and the field auditor. The works superintendent was responsible for the work, but these two men were specialists to assist him in getting information which he needed for the corporation.

The contractor's organization provided lists of quantities of materials needed. When ultimately delivered at the site of the project, the contractor's organization was responsible for checking the material, invoices, accounts, etc., and turning over to the field auditor the proper information. The field auditor, however, was not relieved of the responsibility of knowing that these accounts and amounts were approximately correct, and his duty was to see that the

accounts were properly distributed according to the requirements of the cost engineer. If, for instance, a carload of lumber was delivered at the site, unloaded, piled in piles, carried to different buildings, sawed and nailed in place, the cost of all the operations entering this material when finally in place had to be charged to the cost of the lumber and reduced to a board foot unit. The cost of material erected therefore included the cost of all labor and material on the books. The particular phase of accounting which distributed costs of material and labor to the proper accounts was under the charge of the auditor, working in cooperation with the cost engineer.

The resident cost engineer obtained the quantities of work done. In most cases he had the assistance of the project engineer and the building inspector. The cost engineer was expected by personal observation to know that all quantities of production reported were reasonably correct. To enable him to obtain this information, there were two additional means which he might use, both of which he did use at times, according to the condition of the work at the time of his report. One of these means was the foremen's daily report sheets, which were made out daily by each gang foreman, giving the amount of work done by his gang. The second means was personal measurement and computation by the cost engineer. On a large project, naturally, a personal measurement by the cost engineer of every stick of lumber, every nail driven, every square yard of plastering to be erected, and every cubic yard of earth dug, besides the various other operations performed, would be impossible. His reports were therefore approximate only, although the degree of accuracy which has been attained, considering the amount of work done, is remarkable.

Since the purpose of the reports was to give information as to how the work was progressing, a small variation one way or the other was unimportant, for the contract was cumulative and the final resultant was the answer sought. It may be that at a certain specified time the work cost more per unit than the total work per unit would cost. In this case it was the duty of the cost engineer to report the reason for this excessive cost if he could do so. For instance, if only one cubic yard of concrete was poured, this one cubic yard would cost many times more than a larger quantity would cost, because the cost of organizing the gang, of starting and stopping, etc., all had to go to the cost of that one cubic yard, whereas this would have been distributed over a larger number of cubic yards if a larger number of cubic yards had been poured.

The cost engineer, therefore, had to be an engineer, a man of broad vision, who looked to the end as well as the means. He had to call to bear upon his work all the resources required in any emergency. He had to have the ability and experience of a bookkeeper,

an accountant, a builder, an architect, an engineer—all combined into one—in order to do justice to his job. He had to be able to graph or visualize the facts which he found, so that they might be easily understood and presented as "pictures." Of course, these pictures were specialized in that they were charts. Instead of being photographs of the work, they were standardized lines, which had certain meanings, but which were much more easily understood than a mathematical statement.

The cost engineer's work had to have a definite period for its completion, for naturally it would be impossible to produce a continuous moving picture of the conditions existing at each successive moment. This period had been determined upon as the end of every second weekly pay-roll and his reports were made as of that date. His report contained a résumé of all accounts and all quantities, both in figures and in visual form. It comprised from 1 to 40 pages. On the principal sheets used in the reports there were comparative columns, in which were recorded the official estimate cost, the superintendent's estimate of total cost, the cost to date, and the cost for the two weeks' period. Each column contained the quantity of work done or to be done and the unit at which it was computed. It also contained the total amount of the expenditures. The expenditures were set up for convenient comparison with the official budget and with the superintendent's revision of it according to the latest knowledge at hand. This sheet also contained columns which showed the probable increase or decrease in the cost of each item considered. A complete set of these sheets was used for labor and another set for material.

In classifying items for estimates and reports the decimal system was used. Generally speaking, the division was by trades, and a predetermined number was assigned to each trade with a decimal division of the number for any division of the trades.

Another form which gave valuable aid in guiding the work was a development out of the above-mentioned sheet, on which the items were brought together for comparison in terms of percentage. Each item received its "weight" or its "index," which terms expressed its relative importance to the whole. By carefully studying the results of the analysis of progress and cost to date, the works superintendent and the manager of the Construction Division were enabled to keep in touch with the results of the work of the contractor.

Upon receipt of a report the representative of the manager of the Construction Division immediately notified the contractor of his past excessive cost and the possible amount it would exceed the contract. It was then up to the contractor to reduce the cost. If the subsequent reports showed that this unit cost had been thereby reduced, the value of the cost engi-

neering branch was demonstrated. Without this constant check there would have been no real control over the cost of the work under the existing form of contract.

Many specific instances could be cited by the resident cost engineers where substantial reductions in costs have been made by the use of information they have given to the works superintendent as to how the costs were at that time running. This information may have been given to the superintendent before it was transmitted to the corporation as the cost for the period for the work performed. It gave the superintendent immediate use of the fact. These instances were not recorded formally, but the total saving to the corporation by this means would run up into many thousands of dollars. The records show in many instances that substantial savings have been made both from one period to another and continuously by having the exact information in regard to the costs furnished to the superintendent and to the manager of the Construction Division. In one single instance alone the cost for the period showed that it was running 275 per cent of the estimate. The information was used and the next report showed that it was brought down to about 250 per cent. It continued to drop, and subsequent reports showed it down to 200 per cent for all of the work done to that date, including the first done at the high rate. By February, 1919, the work was being done at about 134 per cent of the estimated rate, with further reductions in sight. If the work had continued at the rate it was progressing before the cost engineer called the facts to the attention of the superintendent, the corporation would have had to spend about \$7,000 more than it actually spent in this one case. Instances of this sort could be multiplied.

In the development of many projects under way, it was very important for those responsible for the projects to know how the work was progressing. This was not stated merely as "progressing well" or "progressing poorly," but was given with some degree of mathematical accuracy. It was necessary to know when certain materials would be required, so as to be able to complete the work on time. It was considered very important to know just when the work was to be completed, so that there might be no delay in arranging for renting the houses. It was necessary to revise this estimate from time to time as unforeseen circumstances arose in connection with the work. Delays in the receipt of materials, the scarcity of labor, and many other items might affect the progress, and it was important to know just what the effect would be. Plans had to be made to overcome these difficulties. Therefore, one important function of the cost engineer was to report the progress in percentage of each portion of the work and of the project as a

whole, and to give the physical status of every house and every branch of the utilities. This was done both mathematically and graphically.

In order to appreciate the volume of information that was compiled by this branch, one must consider its organization. It consisted solely of the chief of the branch, an assistant chief, a general field engineer, one or two office cost engineers, and one cost engineer resident on each project. In addition to these specialists, of course, must be added certain stenographic assistants. The organization was completely built up after April 15, 1918, at which time the section consisted of one man. Each resident cost engineer as he was added to the force was brought into the Washington office for a brief stay. During this time he was given intensive training and special instructions so that he might go to his post fully acquainted with the duties to be performed. It must be remembered that real cost engineering is so new a subject that throughout the United States there could not be found at that time any men who had had exactly the experience required for carrying out the work without further special training. Some could be found whose experience enabled them to grasp the main principles involved, and these were trained by the chief cost engineer.

It must also be remembered that with the expenditure of many millions of dollars, the magnitude of the task can be appreciated only by the statement that the cost report engineers have given the cost for every item entering into the entire construction of every project.

The general field cost engineer covered all projects and solved special and unforeseen problems. He also assisted in formulating the fundamental policies of the branch. It should be stated here that one of his most arduous duties was the giving of aid to the contractor and speeding the preparation of the official estimate.

The bulk of the systematizing and checking fell on the assistant chief cost engineer.

If the cost engineer had not been "on the job," there would have been no one in the contractor's organization or in the organization of the Housing Corporation to distribute the cost of labor and material to the various trades involved and to get the production of each, and there would have been no information available concerning excessive costs during the construction period, nor would progress data, other than from casual observation, have been available. Without this branch the sole information that would be given to the Housing Corporation, when the project was completed, would be that the work had cost so many dollars total. The cost engineer was, therefore, the eyes of the corporation, enabling it to keep track and control of its most vital interests—cost and speed.

MATERIALS PROCUREMENT BRANCH.

The materials procurement branch was created because under war conditions it was neither feasible nor desirable for the individual contractors of the United States Housing Corporation to buy large quantities of materials in the open market. It was essential that our purchases and shipments should be coordinated through the War Industries Board and the United States Railroad Administration.

The functions of the materials procurement branch have been just what its name implies, for it has supervised the procurement of the public utility and building materials required for the entire program of the corporation. It has also aided municipalities and private corporations in securing the materials required for the extensions of public utilities and transportation facilities made necessary by our projects and the improvements undertaken by the Transportation Division to relieve congestion and to obviate the necessity for immediate increases in housing facilities. To this end it performed nearly all of the duties of a huge purchasing office and, in addition, handled several branches of work, such as priorities and clearances through the War Industries Board, which were not known before the war. It prepared or approved requisitions for materials, determined prices, located sources of supply, received proposals, issued purchase orders, inspected and expedited materials and insured their prompt transportation to our widely separated projects, furnished standard prices on which contractors figured their bids, cooperated with the War Industries Board and Railroad Administration, and made use of the purchasing facilities of the Construction Division of the Army.

To lessen the large overhead expense ordinarily incident to purchasing so great an amount and variety of materials and distributing them to numerous widely separated projects, the facilities of the Construction Division of the Army (which was already purchasing on a huge scale and was very comprehensively organized) were utilized to allocate, order, inspect, and expedite the production of most of our requirements. Our contractors, too, purchased in the field considerable amounts of emergency materials and assumed much of the responsibility for expediting the shipment of orders placed through the Washington office. The hearty cooperation of the United States Railroad Administration made it unnecessary for us to have a big force of car tracers and traffic clerks.

But since the work to be supervised by the materials procurement branch included nearly all the functions of a large purchasing office, an organization was necessary which would cover all these functions, at least in a skeletonized form. So, some time before actual purchasing commenced, four sections were created in the branch—the requisition, materials, pri-

orities, and traffic sections—and a chief of each was appointed. These men planned the work of the branch, prepared requisition and other forms and so far as possible arranged the routine to be employed. Thus a skeleton organization was created, and additions were made as fast as increasing purchases made them necessary.

Not only was a great amount of material required by the corporation, but it had to be secured in a very short time. The first purchase order was placed late in July, and when the armistice was signed almost \$30,000,000 worth of materials had been ordered. During the latter part of October the purchases averaged almost a million dollars daily, and the carload shipments numbered 2,000 a week.

Immediately after the signing of the armistice the materials procurement branch was called upon to stop fabrication and shipment of a large amount and variety of materials which had been ordered but which would not be required to complete the greatly reduced construction program of the corporation. This entailed a complete reversal of the machinery of procurement, even though purchases for certain projects had to be continued. Over 5,000 telegrams and letters had to be sent, received, noted, and filed.

As soon as manufacture and shipments were held up by our telegraphic stop orders, the requisition section, cooperating with the project managers and with the newly created sales department, surveyed the materials situation at each project. Then, project by project, as this survey was completed, the vendors were authorized to proceed with the manufacture and shipment of our orders, or were notified to cancel unshipped balances, as the case required.

Telegraphic cancellations or modifications of these orders were followed by formal cancellation orders, with each of which the vendor was sent a blank form or waiver of claim for damages with the request that he fill it out and return it to us. The cancellation order and waiver blanks were accompanied by a request that if the vendor was unwilling to accept cancellation without recourse, he prepare and submit to us a sworn claim showing in exactly what manner and to what extent he considered himself damaged. A limiting date was set by which all vendors' claims must be in our hands, and after which they would not be accorded the facilities of the adjustment committee.

When a claim for damages on account of cancellation was received by the materials procurement branch, all pertinent documents were assembled and the case turned over to the adjustment committee, thus passing it out of the jurisdiction of the branch.

The materials procurement branch has kept a complete record of every one of the thousands of orders placed by it. A chart shows graphically any important step which has been taken concerning each

order. When its services were no longer required, the branch turned over its order files with a definite statement that its records of each order had been closed in one of the following four ways:

- (a) Order shipped complete by vendor.
- (b) Order canceled or modified by corporation and waiver of claim for damages therefor executed by vendor.
- (c) Order canceled by corporation and no waiver therefor signed by vendor; but limiting date set for receipt of claim, and matter closed by mailing vendor notice of such fact.
- (d) Claim made by vendor on account of cancellation, and this claim turned over to the adjustment committee.

In spite of the urgent nature of its work and the very rapid growth of its organization, the materials procurement branch has operated with an efficiency unusual even in a high-class commercial organization. The cost of purchasing and expediting has not exceeded one-third of 1 per cent, including all overhead properly chargeable against the branch. The personnel reached its maximum of 45 about December 1.

SUMMARY OF ACTIVITIES.

After the President delegated to the Secretary of Labor his authority under the housing act, on June 18, 1918, the Construction Division was rapidly expanded. On July 8, 1918, the first contract was awarded. On November 11, 1918, 60 general contracts had been awarded on as many different projects and 23 more were ready to be let. With 83 projects under way the division had practically acquired full speed when the cessation of hostilities made it necessary to curtail the work, completing only that which was so far advanced that it could not be stopped without serious loss. Accordingly, at a meeting of the division heads held November 14, 1918, it was decided to abandon 54 projects, to curtail 15, and to carry through to completion 22 without curtailment.

In order to make curtailments at once and prevent avoidable losses, the materials procurement branch sent telegraphic stop orders to all vendors of record on abandoned and curtailed projects, and followed these with detailed cancellation orders and instructions, as hereinbefore described. The vendors' claims on canceled and curtailed orders were settled by the adjustment committee and the surplus materials were transferred to active projects or otherwise disposed of by the sales branch.

Of the 37 projects on which contracts were ordered completed, three were of minor importance, consisting of alterations to old buildings; a dormitory at Elizabeth, N. J.; the Castleman apartment houses and Conrad Building at Erie, Pa.; and three hotels at Portsmouth, N. H., and Kittery, Me. Three projects were transferred to the Ordnance Bureau of the War

Department, viz, Seven Pines, Va., Tullytown, Pa., and Woodbury, N. J. One project—Pompton Lakes, N. J.,—was reduced to 15 semiportable houses, which were completed but not occupied, and two other projects—Washington Navy Yard housing and Bethlehem, Pa.,—were later canceled.

The contracts were continued on the remaining 28 major projects:

Aberdeen, Md.....	Houses.
Alliance, Ohio.....	Houses.
Bath, Me.....	Houses and apartments.
Bridgeport, Conn.....	Houses and apartments.
Charleston, W. Va.....	Houses.
Davenport, Iowa.....	Houses.
Erie, Pa.....	Houses and apartments.
Hammond, Ind.....	Houses.
Indianhead, Md.....	Houses.
Mare Island, Vallejo, Calif.....	Houses, apartments, and dormitories.
Moline and East Moline, Ill.....	Houses.
New Brunswick, N. J.....	Houses.
New London (and Groton), Conn.....	Houses.
Newport, R. I.....	Houses.
Niagara Falls, N. Y.....	Houses.
Niles, Ohio.....	Houses.
Norfolk, Va.:	
Cradock development.....	Houses and apartments (for whites).
Truxtun development.....	Houses and apartments (for negroes).
Philadelphia, Pa.....	Houses.
Puget Sound, Wash.....	Houses, apartments, and hotels.
(Bremerton Navy Yard.)	
Quincy, Mass.....	Houses and dormitories.
Rock Island, Ill.....	Houses.
Seven Pines, Va.....	Bungalows.
Washington, D. C.....	Dormitories for navy yard.
Washington, D. C.....	Hotels for Government clerks.
Waterbury, Conn.....	Houses.
Watertown, N. Y.....	Houses.

The contracts for these projects were continued, and the Construction Division concentrated its efforts to push these through to completion as rapidly as possible. An open winter favored us, and the contractors took full advantage of this condition and employed as many men as could be secured and used to advantage. The maximum labor employed was on December 21, 1918, when 19,369 men were on the contractors' pay rolls.

Early in December a forecast of completion for construction contracts was made, and May 31, 1919, was set as the completion date. Despite rainy weather in the late spring and some labor troubles, this date was fairly well met on the majority of our projects, and all house construction was substantially complete on June 30.

Street paving, sidewalks, planting, and seeding necessarily were held up until weather conditions were favorable. Paving was finished about September 1, and such fall planting as was necessary, December 1.

It has also been found necessary, in conjunction with the municipalities, to provide schools, fire houses, and other public buildings on several projects to properly serve and protect the new communities established.

By close cooperation with the Operating Division, houses were turned over for occupancy as soon as they were ready—in many cases, indeed, while there was still work to be done.

In addition to the 5,899 families accommodated, provision has been made by dormitories for 8,109 workers, thus providing at the usual rate of two workers to a five or six room house accommodations for a total of nearly 20,000 workers (figures for June, 1919).

CAUSES OF COST AND DELAY.

Due to conditions arising during the progress of the work it was often necessary to order additional work, and in some cases work was omitted. The war conditions also forced the expenditure of large sums in temporary accommodations for the men who were to build the houses and for the storage and care of materials which must be taken as they could be obtained. So upset were trade conditions that although all orders specified delivery dates in proper sequence, it was not uncommon to receive the doors, windows, and finished woodwork and flooring for buildings before the cement for foundations arrived. To rectify as far as possible such confusion, it was frequently necessary to pick up large amounts of material from local stocks, paying practically whatever price was asked to enable the work to proceed, pending delivery of the material ordered from the shops and mills. This procedure led necessarily to some confusion and duplication of orders which could not always be canceled before shipment, and increased appreciably all claims of vendors for loss and the amounts of surplus material to be disposed of. On the whole, however, the loss from this cause was comparatively small, but it is undoubtedly one of the reasons for the increase of actual over estimated cost.

The main cause of increase in cost was the inefficiency of labor due to war conditions. The best men had practically all entered either the Army or Navy, and the small remainder of those ineligible for active service was not sufficient to leaven the mass of inferior workmen which fell to our share. This condition was aggravated by the fact that the munitions plants, Army and Navy construction, and the Emergency Fleet had precedence in obtaining both men and materials, and the Housing Corporation had to take what was left. At no time did we have enough men, even of this sort. To hold them at all we were obliged to let them work 10 hours a day for six (sometimes seven) days a week and pay them for 11 or 12 hours' work. Due to lack of skill and lack of incentive the average work done in the 10 hours' time and

for the 12 hours' pay was not more than a good mechanic would accomplish in four to five hours. In some cases, indeed a whole week's result for a gang of men who received over one and a half week's pay was less than a competent force of the same size could easily have accomplished in two days. This condition, however, improved somewhat after the close of hostilities, and by the first of the year we had good forces of competent men.

In spite of all drawbacks, the work has been accomplished with little excess over estimated costs for actual specified work. In some cases to meet the new requirements of selling the property as a real estate property and to obtain the most salvage, paving and other conveniences not originally intended were added and the cost thereof was favorably reflected in the selling price.

The work was done by the contractors for a very small remuneration—in many cases so small that they actually did not meet their costs. The average fee, out of which the contractor was supposed to pay his head office force, traveling expenses, and resident superintendent's salary and living expenses, was but little over 3 per cent as compared with the usual charge of 15 per cent for similar services in private contracts. The average rental of contractors' equipment was less than 1½ per cent, as compared with a commercial rate of 5 to 10 per cent.

EMERGENCY AND POWDER PLANT CONSTRUCTION BRANCH.

To provide temporary and emergency accommodations where time could not be allowed for permanent housing or where the purely war value of the activity precluded the construction of anything of a permanent nature, a separate branch was established under the supervision of the Construction Division. This branch not only had charge of construction, but also, acting in conjunction with the Architectural Division, prepared the designs of the temporary buildings.

The activities of the branch were confined chiefly to completing housing projects started by the War Department and providing housing accommodations for powder and ammunition loading plants. Coincident with the passage of the housing bill the Judge Advocate General ruled that all housing for war purposes should be built under the direction of the United States Housing Corporation with corporation funds.

The Ordnance Department was building plants at Tullytown, Pa., Woodbury, N. J., and Seven Pines, Va., and in their existing contracts for the erection of these plants had contemplated a certain amount of housing. These contracts had been made by and were being carried out under the direction of the Construction Division of the Army with Ordnance Department funds. At New Castle, Del., the Bethlehem Shell Loading Co. had a large plant completed which was being operated at about 50 per cent capacity

because of lack of labor, and the Ordnance Department had outlined a tentative housing program, involving an expenditure of \$350,000, on which immediate action was necessary if this plant was to be operated efficiently.

In conference, June 27, 1918, it was decided, in consideration of the Judge Advocate General's ruling, that a physical examination of the conditions and sites should be undertaken immediately and the findings reported for the consideration of the corporation. On June 30, an investigating committee, composed of a project manager, an engineer, and a town planner, left Washington for each of the projects named above, and returned to Washington July 5 with the necessary data, which was compiled and presented in conference July 9.

At Tullytown, Pa., and Woodbury, N. J., the contracts awarded by the Construction Division of the Army for the construction of the bag-loading plants were found to be so lacking in definition that the housing to be provided under the original fixed-fee contract could not be clearly determined. It was therefore decided that the best interests of the Government in the winning of the war would warrant that the work at these two points should be carried out with Housing Corporation funds under the Housing Corporation's direction, but as part of the existing contracts for the bag-loading plants, and that legal means to so expend such funds should be investigated and determined upon. At this conference it was decided to carry on the projects at Seven Pines, Va., and New Castle, Del., as regular operations of the United States Housing Corporation.

After conferring with the officials of the Construction Division of the Army and Ordnance Department to determine legal means of carrying on the work at Tullytown and Woodbury, it was decided that the Housing Corporation could purchase the houses as they were completed. In order to enable the Construction Division of the Army to carry on the work expeditiously it was agreed that the Housing Corporation could purchase and have title to \$350,000 worth of housing already built by the Construction Division of the Army at Woodbury, N. J., in order that a working fund would be available for the further housing contemplated at Tullytown and Woodbury.

The Construction Division of the Army found these conditions so difficult of operation that on July 19 the Secretary of Labor proposed to the Secretary of War that funds to the amount of \$800,000 for the Tullytown project and \$350,000 for the Woodbury project be transferred from the credit of the Department of Labor to the credit of the War Department and thus be made available for the use of the Construction Division of the Army at these two points for the purpose of building houses for war workers. The Secretary of War accepted this proposition on July 26, 1918.

As the funds were provided by and the legal title to the property rested in the Housing Corporation, it was decided that all construction should conform to the act of Congress on housing for war needs. The necessary drawings, data, and documents for construction at Tullytown and Woodbury were therefore prepared and delivered to the Ordnance Bureau of the War Department in August, and the actual construction was carried out by the latter. Since the General Staff of the Army had ordered the various powder plants to reach maximum efficiency before April 1, 1919, and since the labor situation was daily becoming more difficult, it was decided to reduce field work to a minimum by utilizing "ready cut" and "portable" houses for all emergency and powder-plant housing developments.

After the first contract was settled on August 10 (100 six-room houses for Seven Pines, Va., at \$1,980 each), it was decided that the prices obtained warranted the placing of wholesale orders. The first order for 500 houses was placed at \$1,910 each, erected complete and ready for occupancy, and subsequently orders were placed for 2,000 more at prices running from \$1,900 to \$2,025 each. These houses were to be allocated, as conditions might direct, to Penniman, Va., Port Penn, Del., Pompton Lakes, N. J., South Amboy, N. J., Pensacola, Fla., New Orleans, La., and Florence, Sheffield, and Tuscumbia, Ala. (for the Alabama nitrate plants). All contracts were awarded for delivery at site on or before December 2, 1918. Similar contracts were made October 7, for 40 dormitories of 95 rooms each and four cafeterias of 680 seat capacity each, for 60-day delivery to points to be designated.

By November 1, shipping orders had been issued for 1,000 of the houses and all the dormitories and cafeterias, and on November 7, when all work was stopped in anticipation of the speedy end of the war, over 600 carloads of material had been shipped. After the signing of the armistice it was decided to cancel all this work, as there was no peace market for any of the buildings. All the contracts were turned over to the adjustment committee for settlement.

While orders had been placed on an average only five weeks before work was stopped, the general progress showed shopwork about 80 per cent and the entire work about 60 per cent complete. Only 100 houses at Seven Pines and 15 at Pompton Lakes were actually complete and ready for occupancy, but at the rate of progress attained it is probable that accommodations for the full quota of 9,500 workers would have been ready by the first of the year.

REPAIR BRANCH.

To aid the work of the Washington division of the Homes Registration Service (see p. 314) a special emergency construction branch was created for the

purpose of altering and repairing the commandeered houses in Washington. This branch was under the control of a superintendent having the powers of a field works superintendent. He employed labor on force account; the materials were purchased on the field order form, though orders were placed through the materials procurement branch. Contracts were made where necessary, but in general it was found that more rapid and economical work could be done by forces employed directly by the superintendent.

This work was stopped at the time of the signing of the armistice.

DANIEL T. WEBSTER,
Manager, Construction Division, March 25, 1918,
to March 15, 1919.

WILLIAM C. LEWIS,
Manager, Construction Division, March 15 to June
28, 1919.

CHARLES P. CHASE,
Manager, Construction-Engineering Division, June
28, 1919, to date.

FORM USED FOR SUBMISSION OF BIDS.

United States Housing Corporation. Estimates submitted for..... at.....

[Date, Project No.]

Contractors.	Time.		Organ- ization.	Plant.	Cost of utilities.	Cost of town planning.	Cost of houses.	Total cost.		Fee.		Plant rental.		Total.
		Points.	Points.	Points.					Points.		Points.		Points.	Points.
Points.....	100		100	80				60		40		20		400
Percentage equivalents.....	25		25	20				15		10		5		100

Estimate by bureau:

For utilities.....

For town planning.....

For housing.....

Total.....

Recommended that contract be awarded to.....

Approved,

Manager, Construction Division.

President.

SUMMARY OF CONTRACTS AS OF JUNE 30, 1919.

	Amount of contracts and additional work.	Approximate final cost.
Contracts which have been canceled.....	\$29,253,189.53	\$4,000,105.93
Contracts which have been completed.....	23,054,851.19	20,960,699.08
Contracts which are proceeding but not yet completed.....	11,658,525.00	13,201,700.00
Projects turned over to the Army.....	3,601,482.00	2,883,000.00
Totals.....	67,568,047.53	41,045,504.96
Less approximate final costs.....	41,045,504.96	
Reduction.....	26,522,542.57	
Allow for contingencies on unfinished projects.....		1,000,000.00
Estimated final cost as of June 30, 1919.....		42,045,504.96

THE COST OF HOUSING.

By LE ROY K. SHERMAN, President, United States Housing Corporation.

The United States Housing Corporation has completed the construction of some 6,000 houses and 64 dormitories. These houses are located in 25 different places in the United States from Vallejo, Calif., to Bath, Me. Most of this work was done during the period of the war emergency and at a time when efficiency meant speed rather than cheapness, so that the actual cost of these houses was greater than would be the case under normal conditions. However, with the experience of the builders and estimating and purchasing departments of the United States Housing Corporation, it has been possible to compile comparative estimates of cost of a typical six-room house as of 1913 and as of July, 1919, under normal conditions of procedure.

FRAME HOUSES.

For the purpose of comparing the cost of dwelling house construction there was selected a six-room frame dwelling house. This house is a very common and popular type of dwelling. (See plan and illustration, Vol. II, p. 379.) It consists of two stories with basement, having the living room, dining room and kitchen on the first floor and three rooms with bath and toilet on the second floor. The outside dimensions of the floor plan of the house are 22 feet 8 inches by 23 feet 8 inches. The cubical contents is 14,900 cubic feet.

SPECIFICATIONS.

This house has a monolithic concrete substructure wall 8 inches thick, from footings to the bottom of first story floor joists, and is plastered from grade to the top of wall with white cement plaster. The cellar is entirely paved with a 4-inch thick concrete floor. Subsoil drainage under cellar floor consists of 4-inch broken stone and a line of 4-inch diameter tile drain pipe placed around the inside face of footings. The walls of superstructure, both interior and exterior, are of 2 by 4-inch studs; sheathed, papered, and weather boarded on exterior and lathed and plastered, three coats—scratch, brown, and hard white coat—on the interior walls. The roof is sheathed, papered, and covered with a good quality slate. All flashings and counterflashings of galvanized iron painted with two coats of metallic paint.

Wood floors are doubled, with a layer of deadening felt between. The first and second floors are trimmed

throughout with baseboard having shoe and cap moldings; all window and door openings are trimmed both sides; windows have stools and aprons and door openings have hardwood thresholds. All rooms, excepting kitchen, bath, and closets, have picture mold. A kitchen dresser is provided, and a medicine cabinet with mirror is placed in bathroom.

The woodwork throughout is B grade or better yellow pine. All exterior woodwork is painted three coats of lead-and-oil paint, and, with the exception of kitchen and bathroom, all interior woodwork is given two coats of varnish stain. The woodwork of kitchen is painted two coats of lead-and-oil paint and the bathroom woodwork three coats of enamel. All wood floors are given two coats of boiled linseed oil. All interior plastered ceilings and walls, excepting walls of kitchen and bathrooms, are painted two coats of cold-water paint. Walls of kitchen and bath are sized and painted two coats of oil paint.

A complete hot-air system is provided for the heating with a "Liberty heater," a combination furnace and gas heater, complete with stovepipe, damper, damper regulator, check damper, and a complete set of firing tools. The furnace has been tapped for the installation of hot-water coils. All pipes and stacks are covered with 16-pound paper asbestos. All registers are cast iron, black japanned, lattice design with iron borders.

The plumbing system is modern. Soils and vertical stacks are of "medium" cast iron, with all joints calked with oakum and leaded. Cleanout Y's with brass screw plugs are placed at foot of vertical risers. Floor drains have been provided in cellar floor and in the floor of side entry for refrigerator. Fixtures are supplied with both hot and cold water, hot water being supplied from a 24-gallon boiler connected to kitchen range, which is also provided. With the exception of water-closet and flushing tank, fixtures are of enameled iron. The two fixtures named are of porcelain.

The electrical work is B-X work, as per requirements of the National Board of Fire Underwriters. The fixtures consist of one-light ceiling fixture, cast canopy 5 inches in diameter with translucent glass shade, for kitchen, first and second story halls, and bedrooms; dining and living rooms have one and two light fixtures with cast canopies and chains supporting, 12-inch opal glass bowl for semidirect light-

ing in dining room and each of the two lights of living-room fixtures. The fixtures throughout are of metal-brush-brass finish.

COST.

This house was built between October, 1918, and May, 1919, at Watertown, N. Y., by the United States Housing Corporation, in connection with 114 other houses in the same vicinity, for the sum of \$3,908. On the accompanying tabulation (p. 219), the estimated cost of this house, if built in 1913, would have been \$2,972, exclusive of overhead and profit, excepting as noted. On the same tabulation the estimated cost of this house constructed in May, 1919, would be \$5,002, exclusive of contractor's profit and overhead, excepting as noted. The estimates show an increase in cost of building from 1913 to 1919 of 68 per cent, of which the labor increase is 65 per cent and the increase for materials is 71 per cent. The prevailing union scale of wages for laborers and mechanics in the building trades for the city of Boston in 1913 and 1919 were used in making this comparison. They were selected as they happened to represent to a fair degree the average increase in wages in the building trades for all parts of the country.

Following is an analysis of the unit prices for labor as given on the estimate sheets:

Analysis of unit prices for labor, 1913-1919.

[Prepared by United States Housing Corporation, Washington, D. C.]

No.	Item.	Unit quantity.	Unit cost.	Quantity per hour.	Per hour.		Per cent of increase.
					1913	1919	
1	Excavation (general)	Cu. yds.	\$0.50	0.50	\$0.25	\$0.50	100
2	Excavation (trench)	.....do.....	.75	.333	.25	.50	100
3	Backfill and grading	.....do.....	.17	1.47	.25	.50	100
4	Cinder fill, no cement	.....do.....	.40	.625	.25	.50	100
5	Plain concrete	.....do.....	1.25	.20	.25	.50	100
6	Forms for concrete	Sq. ft. ....	.035	10.00	.35	.75	71
	Laborer's time, one and one-half carpenter's.				.25	.50	
7	Concrete floor, cellar	Cu. yd.	1.50	.167	.25	.50	100
	Top dressing	Sq. ft. ....	.02	31.25	.625	.75	20
8	Waterproof painting	.....do.....	.005	50.00	.25	.50	100
9	Drainage cellar floor	Cu. ft. ....	.05	5.00	.25	.50	100
10	Flue lining	Lin. ft. ....	.05	12.50	.625	.875	40
	Plastering (interior)	Sq. yds. ....	.18	2.666	.48	.875	46
11	Laborer's time, seven-eighths plasterer's.				.315	.50	
12	Lathing	Sq. yds. ....	.05	11.3	.565	.81	44
13	Corner beads	Lin. ft. ....	.02	28.3	.565	.81	44
	Plastering (exterior)	Sq. yds. ....	.313	1.663	.53	.625	58
14	Laborer's time, one-half plasterer's.				.315	.50	
15	Plaster board	.....do.....	.02	25.00	.50	.75	50
	Lumber and carpentry	1,000 ft. b.m.	17.14	.0219	.375	.50	67
17	Laborer's time, equal carpenter's.				.25	.50	
	Exterior millwork	Lump sum..			.50	.75	60
18	Laborer's time, one-half carpenter's.				.417	.50	
	Interior millwork	Lump sum..			.25	.50	
19	Laborer's time, one-half carpenter's.						
	Roofing	100 sq. ft.	2.00	2.75	.55	.625	45
21	Laborer's time, one-fourth roofer's.				.25	.50	
22	Sheet metal	Lump sum..			.50	.75	50
23	Painting	.....do.....			.50	.75	50
24	Plumbing	.....do.....	100.00	.50	.50	.75	75
26	Electrical work	.....do.....			.55	.75	36
27	Heating	.....do.....			.50	.75	50
	Brickwork	.....do.....			.75	1.00	50
28	Laborer's time two-thirds mason's.	1,000 brick..	8.00	125	1.00	.75	

¹ Numbers correspond to numbers on tabulation, p. 219.

Example.—Item No. 6, labor, cost per hour, 1

Carpenters, 400 sq. ft. 8 hrs. @ .50—\$4.00 ÷ 400 sq. ft.—.01

Carpenters, 400 sq. ft. 8 hrs. @ .50—\$4.00 ÷ 400 sq. ft.—.01

Laborers, 400 sq. ft. 8 hrs. @ .25—\$2.00 ÷ 400 sq. ft.—.005

Laborers, 400 sq. ft. 16 hrs. @ .25—\$4.00 ÷ 400 sq. ft.—.01

40 hrs.

.035 unit

400 sq. ft. ÷ 40 hrs.—10 sq. ft. per hr. 10 sq. ft. × .035—.35

Labor cost, 1913—\$14.00. 10 ÷ 14—.71 per cent labor increase for 1919
Labor cost, 1919—\$24.00.

COST OF BUILDING MATERIALS.

The unit prices used in the estimate for materials were obtained from the Department of Labor, Bureau of Labor Statistics, and from the published records in the various trade journals. The fluctuation in prices of building materials is shown on the diagram facing this page. This diagram and the one facing page 218 appeared in the October 30–November 1919, issue of the Engineering News-Record. The total percentage of increase in cost of materials for the six-room house which we have used for illustration is 71 per cent.

UNIT SCALE OF WAGES.

The rate of wages per hour for the various building trades in 1913 and 1919 were obtained from a bulletin of the Bureau of Labor Statistics with the exception of 1919. The rates for that year are those contained in the report of the proceedings of the third annual convention of the American Federation of Labor under date of June 4–7, 1919.

The increase in the wage scale of the various trades in eight cities of the United States is shown on the diagram facing page 218. The percentage of increase in wages in 1919 over 1913 varies in the trades used in our estimate from 36 per cent to 100 per cent. The total percentage of increase in the cost of labor in the six-room frame house which we have used for illustration is 65 per cent. The total percentage of increase for both labor and materials is 68 per cent.

These percentages of increase are comparable with the data presented by Benjamin A. Howes in the October, 1919, issue of Country Life, which shows an increase in building labor of 75 per cent and an increase in building materials ranging from 30 to 100 per cent.

A recent publication by the Information and Education Service of the United States Department of Labor, entitled "Economics of the Construction Industry,"

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24	P
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26	H
27	H
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dustry," furnishes very complete statistics of the average annual hourly scale of building trades from May, 1913, to May, 1918. The increase in wages as of May, 1918, is 31 per cent, a figure which coincides with the figure for 1918 shown on our diagram (opposite p. 218) and the figure for 1918 presented by Mr. Howes. The report of the United States Department of Labor records the rise in price of all building materials exclusive of steel as about 75 per cent in 1918 and 84 per cent in the last quarter of 1918.

It thus appears that there has been a material increase in the cost of building labor in 1919 over 1918, but this increase has only followed the corresponding increase in cost of building materials and other commodities. The cost of both building labor and material now appears fairly comparable with other increases in the cost of living.

HOLLOW TILE AND BRICK HOUSES.

In addition to the estimate for the six-room frame house, estimates have been prepared for a similar house built of hollow tile and also one of brick (see pp. 220 and 221).

Comparison of cost of six-room dwelling house.

Type of house.	1913	1919	Per cent of increase.
Frame house.....	\$2,972.36	\$5,002.58	68
Hollow tile, stuccoed.....	3,402.65	5,737.18	68
Brick.....	3,586.34	6,110.73	70

In the comparison of estimated costs as of 1913 and 1919, the same amount of materials and the same rates of output of labor are used in each case. The rates of output of building labor are, of course, subject to wide fluctuations. The rates assumed here have been compiled and checked by the Estimating Division of the United States Housing Corporation and by builders of practical experience. The efficiency of labor in the comparison presented is taken as being the same in 1919 as in 1913. With the exception of a period in the spring of 1919, many building contractors maintain that the efficiency of building labor is not as high now as it was in 1913.

In compiling these tables the cost of labor and material was figured out for each item for the house built as of 1913. The 1919 costs were arrived at by applying the percentage of increase in labor and material (which was derived from the diagram showing fluctuations in cost of labor and material) to the 1913 figures. It should be borne in mind that this is an estimate based on average prices and average work under union labor. There is a wide variation in the cost of labor and the cost of materials in different parts of the country and this same house built under different conditions from those assumed here may easily vary in cost \$500 or more.

OVERHEAD, LAND, AND UTILITIES.

The foregoing estimates do not include public utilities, contractor's profit and overhead or architect's fee.

From the report of the Economics of the Construction Industry by the United States Department of Labor, as well as from the Real Estate Division of the United States Housing Corporation, the indications are that there has been little increase in the value of land occupied by the ordinary dwelling house. For the purpose of further comparison as to the total cost of the frame house with land, appurtenances, and overhead, we will assume the following:

Cost of land (\$1,000 per acre—7 lots per acre).....	\$143.00
Cost of public utilities per lot.....	400.00
Contractor's profit and overhead.....per cent..	15
Architect's fee (plans and supervision).....do.....	6

Based upon the foregoing, the comparison of the total cost of erection of houses in 1913 and 1919 is as follows:

SIX-ROOM FRAME HOUSE.

	1913	1919
Net cost of building.....	\$2,972.36	\$5,002.58
Cost of land, at \$1,000 per acre.....	143.00	143.00
Cost of public utilities.....	400.00	690.00
Contractor's profit and overhead, 15 per cent.....	439.85	750.39
Architect's fee (plans and supervision) 6 per cent.....	202.33	346.16
	4,157.54	6,921.15

EXISTING HOUSING PROBLEM WITH REFERENCE TO INCREASED COST OF BUILDING.

The housing shortage to-day is almost universal. It exists not only in the cities of the United States but in almost every other country. The housing shortage in this country due to war activities and the increased cost of construction has been estimated at 1,000,000.

The market value of a house differs from most commodities. In most commodities the consumption closely approximates the supply and the selling value follows and corresponds with the increase in cost. The selling value of dwelling houses as a commodity is governed largely by rentals which the house will bring. By far the greater part of the house rentals come, of course, from houses built during pre-war costs. The rent of these houses has increased in general not over 20 per cent. This represents an increased income to the owner without an increased expenditure of capital.

An entirely different situation exists with respect to the owner renting a house built in 1919. A 20 per cent increase in rents based on 1913 costs will not bring the owner of a new building a rental sufficient to warrant him investing his money in dwellings for rental purposes. The new owner has to compete with the numerous owners of property built in pre-war times.

We are speaking generally. Of course, there are many cities where the housing shortage is so acute that new buildings are built and readily rented or sold at prices considerably in excess of the 1919 estimates which we have presented. Unquestionably as the housing shortage becomes more acute and as the older houses become obsolete and go out of the market all rentals and selling values of property will tend to approach the prices based on the cost of the new house.

During this transition period the wits of people have been sharpened in an effort to meet the problem. They are using some lessons learned from the Government's housing experience during the war and they are supplying construction and financial methods which will reduce the cost of the building to the occupants. The housing problem during the transition period is being solved by more efficient methods of construction and financing, so that economies in production will tend to reduce the cost of new dwellings as a compromise to meet the rising values of the older property.

A large part of the new dwelling construction now being undertaken is handled by housing companies. The membership of these companies consists largely of public-spirited citizens, who are content to finance the construction of dwellings at a value which will revert to their city and their local industries by ade-

quate housing facilities. The economies which are obtained by these housing companies are accomplished by a reduction in the overhead cost which we have mentioned in our estimate of the total cost of the dwelling to the occupant. These economies, effected by a comprehensive plan, are as follows:

Reduction per house in the contractor's percentage or profit and the architect's and superintendent's fees by the construction of 100 or more houses at one time under one contract.

The reduced cost of materials by purchase in car-load lots for wholesale building.

The more efficient utilization of highly subdivided and specialized labor by the ability to install a more efficient construction organization where a number of houses are built at one time.

The use of standards and uniform sizes in designs which do not, however, make the houses appear to be standardized.

The improvements in arrangements of utilities and conveniences in the house as well as the artistic arrangement of the buildings, drives, trees, and planting, so that the added attractiveness of the house will invite the occupant in spite of an increased rental or cost.

LEROY K. SHERMAN,
President U. S. Housing Corporation.
WASHINGTON, D. C., December 18, 1919.



We are speaking of many cities where that new building is sold at prices commensurate with the housing shortage. Older houses become available and all rentals are brought down to approach the level of the house.

During this time there have been sharp declines. They are using the government's housing program; they are supplying the housing which will reduce the shortage. The housing period is being brought under construction and production will tend to be as a compromise property.

A large part of the work being undertaken by the membership of public-spirited people in the construction industry will revert to their control.

COMPARATIVE COST OF MODERN SIX-ROOM FRAME HOUSE FOR 1913 AND 1919.

Based upon estimates prepared by the U. S. Housing Corporation for use in determining actual cost of building. Unit prices used for each period were current in Boston, Mass. Unit prices for 1919 for both labor and material were effective in May.

1913										1919									
Items.	Material required.		Labor.		Material.		Total labor and material.	Remarks.	Labor.		Material.		Total labor and material.	Remarks.					
	Unit.	Quantity.	Unit.	Cost.	Unit.	Cost.			Per cent in-crease.	Cost.	Per cent in-crease.	Cost.							
1 Excavations (general).....	Cubic yards.....	127	80.50	\$63.50	.....	None.	\$63.50	.....	100	\$127.00	.....	None.	\$127.00	Building laborers' wages increased from 25 cents to 50 cents per hour.		
2 Excavations (trench).....	do.....	6	.75	4.50	.....	None.	4.50	.....	100	9.00	.....	None.	9.00	Do.		
3 Back fill and grading.....	do.....	130	.17	22.10	.....	None.	22.10	.....	100	44.20	.....	None.	44.20	Building laborers' wages increased as above; material increased for hauling only.		
4 Cinder fill under cellar floor.....	do.....	6	.40	2.40	\$1.00	\$6.00	8.40	50 cents for cinders plus 50 cents for hauling.	100	4.80	50	\$6.00	13.80	Building laborers' wages increased as above; cement, sand, and stone up 100 per cent.					
5 Concrete foundation walls.....	do.....	28	1.25	28.75	3.50	80.50	109.25	.....	100	57.50	100	161.00	218.50	Carpen- ters' wages increased from 50 cents to 75 cents; 50 per cent building laborers as above; lumber up 67 per cent.				
6 Forms for foundation walls.....	Square feet.....	1,704	.035	58.64	.03	51.12	109.76	.....	71	100.27	67	88.37	188.64	Cement finishers' and finishers' helpers' wages increased from 62.5 to 75 cents; 37.5 to 50; plasterers' wages increased from 62.5 to 87.5 cents; plasterers laborers' from 30 to 50 cents; material as item 5.				
7 Concrete floor in cellar.....	Cubic yards.....	513	.02	10.26	.03	15.36	51.78	Top figures for finished top coat in square feet.	20	12.31	100	38.00	96.35	Painting done by building laborers; wages increased as above; material up 50 per cent.					
8 Waterproof painting.....	Square feet.....	565	.005	2.83	.015	8.48	11.31	.....	100	5.66	50	12.72	18.38	Building laborers' wages up 100 per cent; material, 25 per cent.				
9 Drainage under cellar floor.....	Linear feet.....	98	.05	4.95	.05	4.65	9.30	Cinders included in cinder fill.	100	9.30	25	5.81	15.11	Bricklayers' wages increased from 62.5 to 87.5 cents; material up 25 per cent.					
10 Fine lining, 9-inch diameter.....	do.....	28	.05	1.40	.25	7.00	8.40	.....	40	1.96	25	8.75	10.71	Plasterers' wages increased from 62.5 to 87.5 cents; plasterers laborers' from 30 to 50 cents; material as item 5.				
11 Plastering (interior).....	Square yards.....	432	.20	86.40	.11	40.00	183.92	Top figures for scaffold.	71	51.20	67	33.40	305.88	Lathers' wages increased from 56.5 to 81 cents; lath up 80 per cent.					
12 Lathing (wood lath).....	do.....	432	.05	21.60	.06	25.92	47.52	.....	44	31.14	80	46.66	77.80	Lathers' wages as above; material up 67 per cent.				
13 Corner beads.....	Linear feet.....	82	.02	1.64	.03	2.46	4.10	.....	44	2.36	67	4.11	6.47	Plasterers' and plasterers' laborers' wages increased as above; material as in item 5.				
14 Plastering (exterior).....	Square yards.....	21	.33	6.93	.30	6.30	13.23	.....	44	9.98	100	12.60	22.58	Carpen- ters' wages increased as above; material up 67 per cent.				
15 Plaster board.....	Square feet.....	100	.02	2.00	.05	5.00	7.00	.....	50	3.00	67	8.35	11.35	Material only; labor included in the different items; material up 100 per cent.				
16 Miscellaneous iron and rough hardware.....	do.....	.....	.....	.....	.....	35.00	35.00	.....	.....	.....	.....	.....	.....	Carpen- ters' and building laborers' wages increased as above; lumber up 67 per cent.
17 Lumber and carpentry.....	do.....	.....	.....	228.87	.....	391.47	618.34	.....	67	378.87	67	653.75	1,032.62	Carpen- ters' and building laborers' wages increased as above; finished lumber up 75 per cent.	
18 Exterior millwork.....	do.....	.....	.....	158.43	.....	177.91	336.34	.....	60	263.49	75	311.34	564.83	Do.	
19 Interior millwork.....	do.....	.....	.....	146.28	.....	210.81	357.09	.....	60	224.05	75	368.92	602.97	Do.	
20 Champion clothes dryer No. 2.....	do.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	Do.
21 Roofing.....	100 square feet.....	10	2.00	20.00	10.00	100.00	120.00	.....	45	29.00	25	126.00	154.00	Slate roofers' wages increased 40 per cent; laborers' wages up as above; 62.5 to 87.5 cents; 25 to 50 cents.				
22 Sheet metal.....	do.....	.....	.....	12.00	.....	24.00	36.00	.....	50	18.00	100	48.00	66.00	Sheet metal workers' wages increased 50 per cent, from 50 to 75 cents per hour.	
23 Painting.....	do.....	.....	.....	98.37	.....	25.00	168.52	Top figures for ladders and scaffold.	50	140.06	300	25.00	385.66	Painters' wages increased 60 per cent, from 50 to 75 cents per hour; linseed oil up 400 per cent; white lead, 100 per cent.		
24 Plumbing.....	do.....	.....	.....	130.00	.....	196.00	325.00	Including 20 per cent for sub-contractor's overhead expenses and profit.	75	227.50	.....	264.50	492.00	Plumbers' wages increased from 50 to 87.5 cents per hour.	
25 Finished hardware.....	do.....	.....	.....	.....	.....	37.00	37.00	.....	.....	.....	75	64.75	64.75	Material only; labor included in millwork; material up 75 per cent.
26 Electrical work.....	Outlets.....	11	.....	18.00	.....	42.00	60.00	Including fixtures.	36	24.48	.....	54.00	78.48	Inside wiremen and inside wire fixture hangers' wages increased 36 and 50 per cent.		
27 Heating.....	do.....	.....	.....	37.00	.....	148.00	185.00	Including 20 per cent for sub-contractor's overhead expenses and profit.	50	55.50	50	222.00	277.50	Sheet metal workers' wages increased as above.		
28 Brick chimney.....	1,000 brick.....	2 M	8.00	16.00	12.00	24.00	40.00	.....	50	24.00	100	48.00	72.00	.....				
Total.....	.....	.....	.....	1,212.68	2,972.36	1,759.68	5,002.58	.....	66	1,995.13	71	3,007.45	5,002.58	Total increase, labor and material, 68 per cent.	
ALTERNATES.																			
1 Asphalt (ready) roofing.....	100 square feet.....	10	.50	5.00	3.00	30.00	35.00	.....	75	8.75	50	45.00	53.75	Deductions and additions for alternates.				
2 Wood shingles.....	do.....	10	1.90	19.00	4.00	40.00	59.00	.....	67	31.73	100	80.00	111.73	\$100.25 deduct for asphalt roofing.				
3 Rubble masonry foundation walls.....	Square yards.....	30	3.50	105.00	3.50	105.00	210.00	.....	40	147.00	50	157.50	304.50	42.27 deduct for wood shingles.				
4 Stucco on exterior walls.....	Cubic yards.....	176	.69	121.44	.80	140.80	262.24	Including metal lath.	46	177.30	100	281.60	458.90	99.64 deduct for rubble foundation.					
5 Terra cotta block foundation walls.....	Cubic feet.....	833	.15	124.95	.15	124.95	249.90	.....	40	174.03	100	240.00	424.03	333.44 add for stucco exterior.				

CONSTRUCTION.

COMPARATIVE COST OF MODERN SIX-ROOM HOUSE OF BRICK, FACE BRICK EXTERIOR, FOR 1913 AND 1919.

[Based upon estimates prepared by the U. S. Housing Corporation for use in determining actual cost of building. Unit prices used for each period were current in Boston, Mass. Unit prices for 1919 for both labor and material were effective in May.]

1919																				
Items.	Material required.			Labor.		Material.		Remarks.	Labor.		Material.		Total labor and material.	Remarks.						
	Unit.	Quantity.		Unit.	Cost.	Unit.	Cost.		Per cent increase.	Cost.	Per cent increase.	Cost.								
1	Excavations (general).....	Cubic yards.....	127	\$0.50	\$63.50	.....	None.	.....	100	\$127.00	.....	None.	\$127.00	Building laborers' wages increased from 25 cents to 50 cents per hour.			
2	Excavations (trench).....	do.....	6	.75	4.50	.....	None.	.....	100	9.00	.....	None.	9.00	Do.			
3	Back fill and grading.....	do.....	130	1.17	22.10	.....	None.	.....	100	44.20	.....	None.	44.20	Building laborers' wages increased as above; material increased for hauling only.			
4	Cinder fill under collar floor.....	do.....	6	1.40	2.40	\$1.00	\$6.00	50 cents for cinders plus 50 cents for hauling.	100	4.80	50	\$9.00	13.80	Building laborers' wages as above; cement, sand, and stone up 100 per cent.						
5	Concrete for footings.....	do.....	44	1.25	5.63	3.50	15.25	.....	100	11.28	100	30.50	41.76	Bricklayers' wages increased from 62.5 cents to 87.5 cents per hour; hod carriers, 35 cents to 50 cents.					
6	Foundation walls (common brick).....	1,000.....	13	8.00	104.00	10.00	130.00	Including scaffold and cleaning down.....	45	150.80	100	260.00	410.80	Do.						
7	Superstructure walls (common brick).....	1,000.....	10	10.00	100.00	10.00	100.00	.....	50	150.00	100	200.00	350.00	Do.					
8	Superstructure walls (face brick).....	1,000.....	12	20.00	240.00	25.00	300.00	.....	50	360.00	100	600.00	960.00	Do.					
9	Concrete floor in cellar.....	Cubic yards.....	513	.02	10.26	.03	15.39	Top figures for finished top coat in square feet.....	20	12.31	100	30.78	85.35	Cement finishers' and finishers' helpers' wages increased 25 per cent and 33 per cent.						
10	Waterproof paint.....	Square feet.....	565	1.50	7.13	4.00	19.00	.....	100	14.28	100	38.00	18.38	Painting done by building laborers; wages up 100 per cent; material increased from \$1 to \$1.50 per gallon.					
11	Drainage under cellar floor.....	Linear feet.....	93	.05	4.65	.05	4.65	Cinders included in cinder fill.....	100	9.30	25	5.81	15.11	Building laborers' wages up 100 per cent; material up 25 per cent.						
12	Flue lining, 9-inch diameter.....	do.....	28	.05	1.40	.25	7.00	.....	40	1.96	25	8.75	10.71	Bricklayers and hod carriers' wages increased as above.					
13	Plastering (interior).....	Square yards.....	432	.20	30.00	.11	20.00	Top figures for scaffold.....	71	51.30	67	33.40	305.88	Plasterers' wages increased from 62.5 cents to 87.5 cents; plasterers' laborers' from 30 to 50 cents.						
14	Lathing.....	do.....	332	.05	16.10	.06	19.32	.....	44	23.18	80	34.77	57.95	Lathers' wages increased from 56.5 to 81 cents per hour; lath up 80 per cent.					
15	Corner beads.....	Linear feet.....	82	.02	1.64	.03	2.46	.....	44	2.36	67	4.11	6.47	Do.					
16	Plaster board.....	Square feet.....	100	.02	2.00	.05	5.00	.....	50	3.00	67	8.35	11.35	Carpenters' wages increased from 50 cents to 75 cents per hour.					
17	Miscellaneous iron and rough hardware.....	.....	.....	.....	.....	.....	35.00	.....	100	70.00	100	70.00	70.00	Material only; labor included in the different items.
18	Lumber and carpentry.....	.....	.....	.....	146.67	.....	250.63	.....	67	244.94	67	418.55	663.49	Carpenters' and building laborers' wages increased as above; lumber up \$30 to \$50.	
19	Exterior millwork.....	.....	.....	.....	202.75	.....	218.07	.....	60	394.40	75	381.72	706.12	Carpenters' and building laborers' wages as above; finished lumber up 75 per cent; sash and doors 50 per cent; molding 200 per cent.	
20	Interior millwork.....	.....	.....	.....	146.28	.....	210.81	.....	60	254.05	75	368.92	622.97	Do.	
21	Champion clothes dryer No. 2.....	.....	10	2.00	20.00	10.00	100.00	.....	45	29.00	25	125.00	154.00	State roofers' wages increased from 62.5 to 87.5 cents per hour.				
22	Roofing (slate).....	100 square feet.....	.....	.....	.....	.....	24.00	.....	50	18.00	100	48.00	66.00	Sheet-metal workers' wages increased from 50 cents to 75 cents per hour.	
23	Sheet metal.....	.....	.....	.....	12.00	.....	24.00	.....	50	18.00	100	48.00	66.00	Painters' wages increased from 50 cents to 75 cents per hour; lined oil up 400 per cent; lead, 100 per cent.	
24	Painting.....	.....	.....	.....	98.37	.....	25.00	Top figures for ladders and scaffolds.....	50	140.06	300	25.00	385.66	Plumbers' wages increased from 50 cents to 87.5 cents per hour.		
25	Plumbing.....	.....	.....	.....	130.00	.....	195.00	Including 20 per cent for subcontractor's overhead expenses and profit.....	75	227.50	.....	264.50	492.00	Plumbers' wages increased from 50 cents to 87.5 cents per hour.	
26	Finished hardware.....	.....	.....	.....	.....	.....	37.00	.....	75	64.75	.....	64.75	64.75	Material only; labor in millwork.
27	Electrical work.....	Outlets.....	11	.....	18.00	.....	42.00	Including fixtures.....	36	24.48	.....	54.00	78.48	Inside workmen at all trades; electricians' wages increased 36 per cent and 50 per cent.			
28	Heating.....	.....	.....	.....	37.00	.....	148.00	Including 20 per cent for subcontractor's overhead expenses and profit.....	50	55.50	50	222.00	277.50	Sheet-metal workers' wages as above.		
29	Brick chimney.....	1,000 brick.....	2 M	8.00	16.00	12.00	24.00	.....	60	24.00	100	48.00	72.00	Total increase, labor and material, 70 per cent.					
Total.....														6,110.73	3,662.37	78	2,448.46	78	6,110.73	Deductions and additions for alternates.
ALTERNATES.																				
1	Asphalt (ready) roofing.....	100 square feet.....	10	.50	5.00	3.00	30.00	.....	75	8.75	50	45.00	53.75	\$100.25 Deduct for asphalt roofing.					
2	Wood shingles.....	do.....	10	1.90	19.00	4.00	40.00	.....	67	31.73	100	80.00	111.73	42.27 Deduct for wood shingles.					
3	Concrete foundation wall.....	Square feet.....	1704	.085	58.64	.03	51.12	Top figures for forms.....	71	100.27	67	85.67	404.14	48.62 Deduct for concrete foundation.						
4	Bubble masonry.....	Cubic yards.....	23	1.25	28.75	2.50	80.50	Wall not plastered on exterior	100	57.50	100	161.00	304.50	124.68 Deduct for rubble foundation.						

APPENDIX XIII.

INDUSTRIAL RELATIONS DIVISION.

Purpose and organization—The labor supply—Experiments in securing labor—Housing projects and the draft—The eight-hour workday and overtime—War-time wage conditions—Wages rates and the limited labor supply—The need for Government regulation—Some effects of uncontrolled competition—Efforts to establish centralized control—Cooperation of Housing Bureau with other Government departments—Practices of contractors under competition—Housing projects and the labor supply—Labor provisions in contract—Labor conditions on housing projects—Welfare work on housing projects—Demands of workers on housing projects—Labor disputes on housing projects—Limitation of output on housing projects—Labor turnover on housing projects—Statistics of employment—Wages as a factor in the determination of rentals—Salary increases and promotions for Corporation employees—Time clocks—Special labor canvass—Other activities of the division—Personnel.

PURPOSE.

The United States Housing Corporation realized clearly that in these days of extensive and intensive industrial combinations, no large construction enterprise could hope to be successful without administrative machinery for working out the innumerable intricate and complex problems involved in the employment and management of large numbers of men. It was the recognition of this fact that was the basis of the organization, as a part of the corporation, of the Industrial Relations Division.

Industrial management to-day has become essential to efficiency—just as much as has town planning, or architecture, or engineering—and its problems demand the attention of trained minds in order that its complex problems may be worked out successfully. Especially is this true with the trades or crafts engaged in house construction organized in great national and international unions, with their constitutions and by-laws, their rules and regulations of employment, their jurisdictional agreements, and so on.

Thus it was realized at the very outset that if the United States Housing Corporation was to be successful in carrying out its extensive program, provision must be made in its organization for taking care of the innumerable labor problems that were inevitably to arise—problems involving employment, wages, hours of work, and general working and living conditions of thousands of skilled and unskilled employees. This was the field of operation of the Industrial Relations Division. Its object and scope may be briefly summarized as follows:

The Industrial Relations Division was charged with analyzing labor conditions, supervising and directing industrial relations.

It functioned with reference to the employees of the Bureau of Industrial Housing and Transportation and those of all contractors employed, and in

some instances indirectly with the various war industries.

A large percentage of labor troubles being the result of misunderstandings and of failure to provide a common meeting ground, it was among the duties of this division to keep in close touch with all labor conditions, with the view of preventing misunderstandings, and to report to the director of the bureau any signs of labor troubles.

The division handled all matters relative to health and recreation for the benefit of employees of the bureau and of the contractors, and of employees of war industries living in temporary quarters provided by the bureau.

It investigated and adjusted, on behalf of the bureau, any complaints or disputes that might arise between the various divisions of the bureau and contractors.

It dealt on behalf of the bureau with all questions of wages, labor, and employment affecting the production of contracts being supervised by the bureau.

This work included:

1. Investigation and adjustment of disputes between contractors and employees.

2. Employment problems, including the providing of adequate labor supply and the training of employees.

3. Establishment and maintenance of proper standards of working conditions and wages, supervision over the observance of provisions of acts of labor and over the temporary housing of contractors' forces, etc.

The division investigated and reported on and made suggestions for decreasing the labor turnover of contractors, with the view of the possibility of increasing production by adopting new methods. It also worked out from wage scales collected by its investigators charts establishing what rents employees could afford to pay, and what limit should be placed on the development of houses.

ORGANIZATION.

In the organization machinery for the administration of this extensive program, there were special representatives, welfare directors, field agents, personnel representatives, labor scouts, and the necessary office force. Quite frequently the division, whose headquarters were in Washington, operated directly through the works superintendent, this official being the authorized representative of the corporation at the head of a particular housing project.

The duty of the special representative of the division was to make a thorough survey of all the labor conditions in the vicinity of a proposed housing project a month or more before actual construction began, having in view particularly the amount and character of the labor supply. He was to study near-by sources of supply and the possibility of transporting it to and from the project; he reported upon temporary housing facilities for workers engaged in building the houses; he reported also the wage scales of all building trades, and in general made the division familiar with all the factors that were likely to affect or govern the securing and employment of labor in that locality.

The welfare directors of the division investigated conditions adversely affecting the employment of men on the housing project and recommended action by the division that either would remove an undesirable factor from operating or inject into the situation an entirely new and wholesome element. They planned and provided for the necessary comfort and entertainment of the worker to keep him satisfied and contented; they saw to it that there were sufficient facilities in case of sickness and accidents. It was their business to know if the contractor had taken out workmen's insurance for the workers on the houses, and in every other direction was carrying out the provisions of the contract affecting the employees. It was also the function of the welfare director to make certain the observance by the contractor of State laws and local regulations.

These special representatives and welfare directors were constantly traveling about from one housing project to another in all parts of the country and were the means by which the manager of the division was able to keep in constant and instant touch with the varying and changing local conditions on all the housing projects.

THE LABOR SUPPLY.

It requires an intimate acquaintance with the conditions surrounding the depleted labor supply in the country during the summer and fall of 1918 in order

to enable one to appreciate fully the difficulties of the situation that confronted the United States Housing Corporation at the very outset of its operations in August of that year. All common labor had long since been absorbed by the other war industries of the Government that had been operating before the Housing Corporation began its work, and the Corporation thus came into the markets for labor with the supply almost completely exhausted. It entered these markets, too, under rules and regulations formulated by the United States Employment Service of the Department of Labor which had just been organized.

These regulations, as applied to the recruiting of labor, were as follows:

1. Employees may continue to hire workers who apply at the plant without solicitation, direct or indirect.
2. The Federal director of employment in each State is authorized to grant permission to employers to use their own field agents for recruiting workers under his direction and control for war industries located within the State.
3. Permission to recruit unskilled laborers in States other than the one in which the work is located may be secured from the Director General of the United States Employment Service upon the recommendation of the Federal director of employment for the State in which the men are needed. Such permission will be communicated by the Director General to the Federal directors for the States in which the labor is needed and from which it is to be recruited.
4. No unskilled labor may be transported from one State to another without authorization from the director general, to be secured by application through the Federal director of employment for the State in which the labor is recruited. No laborers may be moved from one employment district to another within a State without authorization from the Federal director of employment for the State.
5. Employers who receive permission to transfer workers from one State to another or from one district to another within any State must file a statement with the nearest Employment Service office of the number of men transferred, the wages offered, and other terms and conditions of employment promised to the men.
6. Employers who are permitted to use their own field agents for recruiting labor must in no case use any fee-charging agency or use any agents or labor scouts who are paid for their work on a commission basis.
7. All advertising for unskilled labor, whether by card, poster, newspaper, handbill, or any other medium, is prohibited after August 1, 1918. This applies to all employees engaged wholly or partly in war work, whose maximum force, including skilled and unskilled laborers, exceeds 100.

In compliance with this policy of the Employment Service, instructions were issued by the Industrial Relations Division to the works superintendents and contractors of the Housing Corporation as follows:

The labor policy of the Industrial Relations Division of the United States Housing Corporation will be governed by that adopted by the United States Employment Service and the War Labor Policies Board.

The plan the contractor should follow as to labor supply is:

First, make application to the nearest local agency of the United States Employment Service. If this agency can not meet the request, the contractor should. Second, have the local agency ask the Federal director of the United States Employment Service in the State to supply the men. If the Federal director in the State is unable to secure them, the contractor should. Third, request the Federal director to have the Director General of the United States Employment Service in Washington authorize recruiting for the men in other States. At the same time the contractor should transmit to the Industrial Relations Division his request that his application be referred to the director general.

The contractor should not attempt to secure his common or unskilled labor from any other source than the officially authorized agencies of the United States Employment Service. If men apply on the ground for employment without

solicitation by the contractor or his agent, the contractor is permitted to give them work, but he should not attempt to take labor from any other contractor or employer by any inducement whatsoever. "Scouts" or field agents to secure men may be used by the contractor, but under control of the Employment Service.

The contractor should keep the Industrial Relations Division of the United States Housing Corporation thoroughly informed as to his applications for labor other than those made of the local agency. The contractor should also supply the Industrial Relations Division with a statement covering his probable future demands for labor at monthly intervals, over a period of six months from the time the contract is let. This statement should be revised monthly, and more frequently when found necessary. The contractor is especially instructed not to ask at any one time for more workers than he can actually and profitably use.

Schedule of weekly sequence of labor requirements, housing project 102, Bridgeport, Conn., for 213 houses on site 4, South and Iranistan Aves., from start to completion.¹

[Cauldwell-Wingate Co., contractors, 381 Fourth Ave., New York.]

Classification.	Week starting—															
	Nov. 11.	Nov. 18.	Nov. 25.	Dec. 2.	Dec. 9.	Dec. 16.	Dec. 23.	Dec. 30.	Jan. 6.	Jan. 13.	Jan. 20.	Jan. 27.	Feb. 3.	Feb. 10.	Feb. 17.	Feb. 24.
Common laborers.....	60	60	80	100	150	200	250	250	250	300	320	350	350	350	350	350
Laborers' foreman.....	5	8	10	10	15	20	25	25	25	40	40	40	40	40	40	40
Bricklayers.....				10	30	50	100	100	150	175	200	250	250	250	250	250
Bricklayers' laborers.....				10	25	42	80	80	115	120	140	175	175	175	175	175
Bricklayers' foreman.....				1	2	3	5	5	8	9	11	14	14	14	14	14
Stonemasons.....		12	30	60	100	110	110	110	110	110	75	75	40	10		
Stonemasons' laborers.....		10	24	50	85	95	95	95	95	95	70	70	35	10		
Stonemasons' foreman.....			1	3	4	5	5	5	5	5	4	4	2	1		
Carpenters.....	45	75	90	100	110	130	135	135	150	150	175	180	250	300	300	350
Carpenters' helpers.....	2	2	2	2	4	5	5	5	8	8	8	8	10	10	10	10
Carpenters' foreman.....	1	1	2	2	3	4	4	4	6	6	8	8	12	15	15	17
Tinsmiths.....									2	2	4	4	10	15	15	15
Roofers.....									3	3	6	15	25	40	40	40
Roofers' helpers.....									1	1	2	5	9	14	14	14
Roofers' foreman.....									1	1	1	1	2	2	2	2
Plasterers.....											10	20	28	28	28	28
Plasterers' laborers.....										4	10	15	20	20	20	20
Plasterers' foreman.....										1	1	1	1	1	1	1
Lathers.....										5	10	15	20	20	20	20
Electricians.....									2	5	5	5	10	10	10	10
Cement finishers.....										1	1	1	3	3	3	3
Cement finishers' laborers.....										3	3	3	8	8	8	8
Cement finishers' foreman.....													1	1	1	1
Plumbers.....			2	5	5	10	10	10	10	20	20	20	20	20	20	20
Plumbers' helpers.....			2	5	5	10	10	10	10	20	20	20	20	20	20	20
Plumbers' foreman.....			1	1	1	1	1	1	1	1	1	1	1	1	1	1
Painters.....						20	20	20	30	36	42	150	100	100	100	100
Painters' foreman.....										1	1	5	3	3	3	3

Classification.	Week starting—													
	Mar. 3.	Mar. 10.	Mar. 17.	Mar. 24.	Mar. 31.	Apr. 7.	Apr. 14.	Apr. 21.	Apr. 28.	May 5.	May 12.	May 19.	May 26.	
Common laborers.....	300	300	250	250	250	250	200	200	150	150	150	100	100	
Laborers' foreman.....	15	15	15	12	10	10	10	10	7	7	7	5	5	
Bricklayers.....	100	40	40	20	10	10								
Bricklayers' laborers.....	80	32	32	15	10	10								
Bricklayers' foreman.....	6	2	2	1	1	1								
Carpenters.....	350	350	250	180	250	350	425	425	400	375	300	200	100	
Carpenters' helpers.....	10	10	10	10	10	10	12	12	12	12	10	10	5	
Carpenters' foreman.....	17	17	12	8	12	17	19	19	19					
Tinsmiths.....	10	10	5											
Roofers.....	40	20	15	10										
Roofers' helpers.....	14	7	5	4										
Roofers' foreman.....	2	1	1	1										
Plasterers.....	28	28	28	28	28	28	10	5						
Plasterers' laborers.....	20	20	20	20	20	20	10	4						
Plasterers' foreman.....	1	1	1	1	1	1	1	1						
Lathers.....	20	20	20	20	10	5								
Electricians.....	10	5	5	5	5	5	10	10	20	20	20	20	5	
Cement finishers.....	3	5	5	10	10	15	15	15	25	35	40	40	20	
Cement finishers' laborers.....	8	12	12	28	28	40	40	40	70	100	115	115	90	
Cement finishers' foreman.....	1	1	1	1	1	2	2	2	3	3	4	4	3	
Plumbers.....	10	10	10	18	20	20	20	20	25	25	25	15	5	
Plumbers' helpers.....	10	10	10	18	20	20	20	20	25	25	25	15	5	
Plumbers' foreman.....	1	1	1	1	1	1	1	1	1	1	1	1	1	
Painters.....	200	250	250	250	250	400	400	400	450	450	450	400	200	
Painters' foreman.....	7	9	9	9	9	15	15	15	18	18	18	15	7	

¹ The above schedule based upon completion on May 31, 1919, weather, labor, and material deliveries permitting.

The contractor must put forth his best efforts to have conditions of employment and of living such as will tend to keep the men on the job. The policy of the United States Housing Corporation is for all contractors to conform, as much as possible, to standard rates of pay, hours of work, and conditions of employment.

At the outset of its work the Industrial Relations Division prepared a blank form to enable all contractors of the Housing Corporation to make out their requirements for labor. These reports were to be sent in weekly. The schedule provided in the first column for the total number of men needed, and this was explained as meaning the number needed at any specified time and not accumulatively by weeks. That is, if the contractor needed 200 workmen the first week and 300 additional the second week, he was to report his requirements on each corresponding date as being exactly these numbers and not a total of 500 on the second week. He was also instructed to eliminate from his total requirements the number of men he already had at work. These reports being revised weekly, it was thought that the division would be able to keep in close touch with the labor demand on all its projects. The form provided in its second column for the date when specified number was needed; the remaining 14 columns of the blank permitted the enumeration of specific workers required, such as common laborers, carpenters, electricians, lathers, plasterers, steam fitters, and painters. Several blank columns were left for writing in at the top particular trades required which were not designated in the blank itself. The schedule indicated the location of the particular project as to its number, city, State, and, of course, the name of the contractor.

The instructions sent to the contractors covering the filling out of the schedule contained the following:

It is expected that each contractor will ask only for the number of men that he can actually and profitably use on the dates specified. Do not ask for more than will be needed with the expectation that not all of them will be sent you. Our policy is, as far as possible, to send the exact number requested. While we may not be able to do this in every case, the aim is to supply the number needed.

One contractor failing to carry out these instructions asked for 20 painters on a specific date. These painters were brought all the way from Kansas to Maryland on the date specified. Upon their arrival at the project it was found that the contractor would not need painters for two or three weeks. It was necessary either to retain these men on the project in idleness at regular day wages or else return them to Kansas, no other housing project in the immediate vicinity being in need of painters at that time. The result was that this contractor had to meet the trans-

portation expense of these 20 painters from Kansas, their expense for food and lodging for several days, full day wages while the men were there and in addition the cost of their transportation back to Kansas. It proved a very expensive experiment to the contractor. This instance was cited to other contractors in order to prevent a repetition of this method of reporting their labor needs and it had a very salutary effect.

As is the case with nearly all attempts to measure conditions by means of blank forms or schedules, a close watch had to be kept not only on the filling out of the form by the contractors but also in seeing that the schedule was sent in regularly to the division.

It was quite a difficult task to secure uniformity of procedure from so many different contractors engaged on the housing projects who were accustomed to conducting business in their own way and in accordance with their own methods. This difficulty was encountered especially in the direction of securing accurate and frequent reports and in particular at the beginning of the project. Instead of complying with the policy of the division, contractors frequently failed to send in these forms weekly but would wait until their need for labor was pressing and then would excitedly telegraph in their requirements.

The progress of housing construction measured by the demand for labor of various kinds as outlined in this blank form by the contractor is illustrated in the schedule from the New Brunswick, N. J., project. Work on the houses there began October 1, and the anticipated requirements for labor were given as common laborers and carpenters for the first two weeks; masons and painters the following week; bricklayers, plumbers, and steam fitters at the beginning of the third week; plumbers and electricians were in demand by the end of the month. Lathers were required within a month after the contractor began work and plasterers and roofers were added within five weeks to the other crafts. Assuming no interruption to the progress of the work, the demand for employees increased steadily from 50 on the first day to 1,257 on the forty-fourth day. This latter marked the peak of employment which was to continue approximately three weeks. By the end of that time construction was to have progressed far enough to permit a gradual laying off of the workers until at the beginning of the fifth month the project would be ready to be turned over to the Housing Corporation for operation. On this theoretical basis the employees first dismissed would be the masons and bricklayers, next the lathers, then the steam fitters, the plasterers, roofers, plumbers,

and electricians, while the last to go were carpenters, painters, and a few common laborers.

So many conditions arose to interfere with this outline of labor requirements that it was found necessary to keep a close check on the actual needs each week. Such a schedule did not permit of ascertaining on any particular date how many men in the different crafts were already engaged on the project, and for this reason such a schedule did not prove satisfactory for the purpose of making requests of the United States Employment Service. It was found necessary to insist upon a weekly revised statement as to the number of men at work and the additional number required, by occupations.

The requirements for labor on the housing projects as ascertained from these revised reports of the contractors were compiled and immediately transmitted to the United States Employment Service after inquiry had developed that the contractor was unable to secure the labor needed from the local or State supply. Applications were made at first almost daily for particular projects and usually each week for all the projects together. The extent of this demand is indicated in the weekly application made under date of October 26, 1918, at which time the total number of workers required on all housing projects of the corporation reached 12,356. Of these, common laborers and carpenters comprised about 80 per cent of the total, common laborers alone making up as much as 58 per cent. The other building trades in demand by the Housing Corporation usually comprised bricklayers, cement finishers, concrete workers, electricians, heaters, hod carriers, lathers, linemen, masons, painters, plasterers, plumbers, rock men, roofers, sheet-metal workers, steam fitters, stucco finishers, teamsters, and helpers in many of these various crafts.

Notwithstanding the efforts of the United States Employment Service, labor was coming to the Housing Corporation projects in such small numbers and the situation was so unsatisfactory on virtually every project that the Industrial Relations Division found it necessary to endeavor in various other ways to secure the necessary labor. To this end it established field agents or labor scouts in New York City and Boston, employed traveling field agents on its staff, and instructed all the Housing Corporation contractors to employ one or more labor scouts to take care of their own particular needs. The activities of these representatives comprised an area as far west as North Dakota and Arizona and as far south as southwestern Texas, labor being brought all the way from these distant points to as far east as Norfolk, Va. The division also operated directly

through constant touch with officials of the various unions of skilled labor. It caused letters to be inserted in the newspapers of the unions calling upon the members voluntarily to refrain from engaging in nonessential work and to take up the more essential work on the nearest Housing Corporation project. Addresses were made at the Sunday meetings of the various skilled trades by representatives of the division, urging upon the members the importance of carrying through the housing projects to an early completion. Advertisements conforming to the regulations of the United States Employment Service were also inserted in the newspapers.

The difficulties in the way of securing an adequate supply of labor for carrying on the projects of the Housing Corporation were innumerable but not insurmountable. By November, 1918, within four months after actual work had commenced, the housing projects were about 50 per cent manned. This means, of course, that some projects had a much larger supply and others, especially those just starting operations, a smaller working force. The largest number on the pay rolls of all the projects at any one time exceeded 17,000 employees.

EXPERIMENTS IN SECURING LABOR.

Prior to the armistice all the housing projects were being held back very considerably and their cost was being largely increased by inability to secure the necessary labor. Some of the factors bringing these results are indicated in these extracts from the report of a works superintendent:

The labor situation on this operation has daily become more and more serious until it is now acute. The temporary quarters and commissary are being held up, freight is rolling in, but the yard is far from being completed and the car congestion is being cumulative. The agencies through which we are permitted to seek labor are seemingly unable to furnish the same. Of the 50 carpenters, 50 plumbers, 50 plumbers' helpers and 50 laborers that they telegraphed they could furnish and which we are assured would reach us yesterday, only 10 arrived. The plumbing work on the commissary is practically at a standstill. Unless laborers can be secured at once to unload cars the demurrage expense will be a serious item and in addition there is always danger of an embargo by the railroads against the project if the cars are not handled promptly and as promptly released. There are now 25 loaded cars on one siding, 19 on another, and other cars are rolling in at the rate of 15 a day. We suggest that further shipments be retarded until labor can be secured to unload the cars. Immediate and drastic action is necessary.

Coupled with this serious lack of sufficient labor on the one hand retarding house construction were the insistent and almost imperative appeals for houses and more houses for workers in munition and

small-arms plants, in arsenals, proving grounds, navy yards, aviation factories, gun carriage plants, and scores of other similar war activities.

It is no exaggeration to say that the output of American plants engaged in war production was being limited below the needs of the Army and Navy because of this lack of houses for industrial workers. And this lack of houses was now being largely caused by the lack of sufficient labor with which to build them. The situation was such that the Housing Corporation could not depend upon the regular machinery and methods for securing labor.

The progress of the war and governmental regulation of industry had quite seriously interfered with private enterprises and this was particularly true as to the usual peace-time building operations. To many contracting firms and individuals the ordinary avenues for their activities were thus closed. These contractors had each developed a group of employees who were regarded as key men and as a nucleus around which to build a construction or building organization. With such a nucleus to start with an organization for constructing houses could not only be built up very much quicker but it was also more cohesive and would hold together longer and operate more smoothly and more efficiently. Under the system of letting contracts adopted by the Housing Corporation it quite frequently occurred that the firm or individual securing a particular project was a resident of some other city. Thus the problem of transporting these key men of the contractors' force to the scene of operations was a vital factor in the success of housing projects. When the contractor undertook the movement of these employees from his home city to the locality of the housing project he encountered the rules and regulations of the Employment Service and at first permission to move these employees was refused. This question was taken up with the Director General of the United States Employment Service and permission was secured in such cases to transport a sufficient number of the contractor's men.

Experiments in securing labor by appealing to the patriotism and local civic pride of the population were made on the housing projects at Davenport, Iowa, and Watertown, N. Y. As to the success at the former project the following report from the works superintendent is of interest:

We have on the project now about 650 men of all kinds. We have about 350 laborers. Of these 75 per cent are made up of volunteers from the schools, colleges, and business firms in Davenport. When we first started this project we inaugurated a publicity campaign with a view of creating sufficient enthusiasm and interest in the project to bring to us volunteer laborers to excavate the cellars and pour the concrete.

The plan worked very well and, strange to relate, the Spanish influenza epidemic, which soon followed the starting of this project, also assisted us quite materially. We have now about exhausted the support of the local public and business firms and as soon as the influenza ban is raised from the schools and other institutions we are likely to lose the greater portion of our unskilled laborers. We expect to be able to continue as we are for at least two weeks longer, but even as it is we could use about 200 more laborers. When the volunteers desert us we will require at least an additional 200 to continue the work successfully. Our present labor requirement as transmitted to your division to-day is for 350 laborers, anticipating by this request relieving the high-school boys and business and professional men as soon as possible.

A somewhat similar appeal to patriotism and local pride was made for the housing project at Watertown, N. Y. Weeks had been spent by the contractor in trying to secure through the Employment Service an adequate supply of common labor and skilled mechanics. Recourse was even had to efforts to induce Indians from the reservation in New York State to go to Watertown and work on the project. All the surrounding sections in New York State, as well as in the neighboring States of Vermont and New Hampshire, were scoured for workers and endeavors were made to secure 300 laborers from the Middle West. The Employment Service admitted its inability to secure workers for this project, and it was practically at a standstill with the winter months rapidly approaching.

Some of the complications are indicated in the report of the works superintendent.

"We have approximately only 15 per cent of the number of laborers we should have at this time in order to complete our excavating and other work on time," this report stated. "The factories near by are paying generally 40 cents an hour for common laborers and the men work a lot of overtime, including Sundays, without losing time on account of inclement weather, and for this reason prefer factory work to work on our project. The contractor called at the New York office of the Employment Service and considered recruiting in that city, but when the officials of that service were told that the common labor at Watertown was 40 cents, the contractor was informed that it would be a waste of time to scout in New York city where contractors were offering as high as 55 cents an hour. The contractor has been advertising for laborers in accordance with the regulations of the Employment Service, but he does not believe this notice will bring any material results. If we raise the rate of common labor to 45 cents an hour for a 10-hour day, the last two hours of which will be paid for at time and one-half, it will amount to \$4.95 a day, but we are paying carpenters 62½ cents for 8 hours, which would make the common labor rate but 5 cents less per day than that of carpenters. Of course, carpenters would be dissatisfied with any such scale and we would undoubtedly be compelled to increase their rate. Laborers near here have gone on strike for a rate of 50 cents an hour."

Some 300 houses were being constructed at Watertown for the New York Air Brake Co., which latter was engaged in making shells and gun carriages for the Ordnance Bureau of the War Department. The project was greatly undermined. There were approximately 100 laborers on the job when there should have been 400; progress in house construction was proceeding at the rate of about two a month when the rate should have been somewhere around two a day; expenses were accumulating at a ratio indicating that the

project would cost about twice the sum provided for in the contract; the rate of progress was such as to carry the work along for several years before it could be completed, instead of within the six months allotted in the contract.

The labor situation was such in October that the Housing Corporation was compelled to depend entirely upon Watertown to meet its labor requirements on the project there. This situation was brought to the attention of the mayor of the city, who was told that "the construction of the houses there was seriously handicapped owing to the lack of unskilled labor. The country east of the Mississippi River has been scoured for men with no appreciable result. It develops therefore that if Watertown wants these houses, it will be necessary that the city voluntarily loan to the contractor sufficient unskilled labor to man his job. May we impress on you as strongly as possible that there is no other way to get these houses built than your complete cooperation and the sacrifice of your manufacturers and business men? It is absolutely necessary that they release men at once for this work."

In response to this telegram the mayor of Watertown promised every assistance within his power and at once began laying plans for a number of meetings of the leading citizens. The board of public works met at the call of the mayor and agreed to turn over to the Housing Corporation virtually all the laborers then employed by the city, excluding, of course, the street sweepers. These available laborers numbered about 20.

The situation was also presented to the leading manufacturers of the town. They were informed that attempts in all other directions having failed to secure a sufficient supply of common labor to carry on the project as originally planned, the Housing Corporation as a last recourse was being compelled to ask that the necessary labor be voluntarily assigned to the project from the factories, plants, mills, and other industries in that section.

They were very patriotic in regard to the matter and promised to do everything within their power. Each manufacturer was asked to loan for six weeks a number of men in proportion to his total employees. Officials of the New York Air Brake Co., for which corporation the houses at Watertown were virtually all being built, alone were not encouraging, indicating that they themselves were so greatly in need of labor that it would seriously interfere with their contract with the Ordnance Department if any of their men were loaned to the housing project. As the promises of the other manufacturers depended naturally upon the expectation that the Air Brake people would furnish their proportion, the whole plan was endangered. The vice president of the Air Brake Co. in New York City was informed by wire that the situation was serious enough to require his presence in Watertown; that the project was in a critical condition, and that it was imperative that 400 laborers be supplied immediately or the project would have to be closed down.

The mayor of Watertown had called a meeting of the leading manufacturing interests for Wednesday evening, in spite of the influenza epidemic which had caused the public authorities to prohibit all large gatherings. Before this meeting assembled, another meeting was called by the local community board for Wednesday afternoon. It developed later that this afternoon meeting was at the request of the vice president of the Air Brake Co., which employed about 80 per cent of all the labor in Watertown and vicinity. At this meeting a representative of the New York State advisory labor board pre-

sided, and among the speakers was the production expert for New York State of the Ordnance Bureau. The tenor of their remarks was to the effect that nothing could be done or should be done that would interfere with the output of the New York Air Brake Co. Both the vice president and the superintendent of the company gave the meeting to understand that they were unable to see how they could lend any of their laborers. This afternoon meeting appointed a committee of seven to undertake an analysis of the situation and report to the meeting called by the mayor for that evening.

This evening meeting was not as largely attended as was expected, probably due to the afternoon meeting. The vice president of the Air Brake Co., the representative of the New York State advisory labor board, the production expert of the Ordnance Bureau and the superintendent of the Air Brake Co. were not present. There was a general discussion of a number of proposed plans for meeting the shortage in the local labor supply but they all centered around the original proposition for the different manufacturers to supply their given quota from their own employees. The Air Brake Co.'s quota was as low as 25.

By Thursday morning the entire situation had changed. The manufacturers did not seem to be as enthusiastic as they had been on Monday and Tuesday, and several of them explicitly made it understood that they were not willing to give of their employees unless the New York Air Brake Co., for whose interest the houses were practically all being built, also showed willingness to help out. Thursday afternoon the citizens' committee reported that the local interests of Watertown were absolutely unable to supply the men needed.

"The manufacturers' committee," the report stated, "in response to your suggestion, has made a thorough canvass of the unskilled labor situation in the industries of Watertown and vicinity. The prevalent influenza epidemic has made it impossible to make immediate progress. Several of the large mills are closed down and all are operating under restricted production due to this cause.

"We have inquired of all of the manufacturing corporations in Watertown how many common laborers can be released to assist the housing project and have not succeeded in getting any for immediate use. The total number of unskilled workers in the plants aside from the New York Air Brake Co. and J. B. Wise Co. does not exceed 200. If these men were discharged from their present plants it would be absolutely impossible for the manufacturers releasing them to unload cars, make shipments of finished products, and carry on their operations. They are now stripped to the bone of common labor.

"Outside of the city of Watertown, we are informed that practically all of the common labor is now employed by the New York Air Brake Co. The paper mills, outside of Watertown, employ very few common laborers, and if denied these could not operate their plants. These mills principally produce newsprint paper and food and shell container papers.

"The New York Air Brake Co. is employing 4,900 people, and the Wise Co. approximately 500. This constitutes at least 80 per cent of all the people of the city of Watertown engaged in manufacturing.

"We are reliably informed that there are 75 men employed by the Air Brake Co. engaged in building roads and landscape gardening; 125 men in guarding the plants; that approximately 100 men are still engaged by the Austin Construction Co. doing odd-and-end jobs about the plant. The New York Central Railroad Co. is building a new roundhouse, employing approximately 250 men. This seems to be the only source

of common labor supply available that could be reached, and all of this labor is in the control of the Government. In our judgment, it is absolutely impossible to secure more than 100 men from the other industries, which men can not be available until the influenza has abated. It is utterly a physical impossibility for the manufacturers to furnish the 400 men required.

"We have approached this matter with a patriotic spirit and a desire to be of real assistance and are obliged to make this report."

It had previously been explained to all the meetings that the Housing Corporation had a choice of only three ways out of the difficulty. First, that the local manufacturers of Watertown contribute of their labor supply a sufficient number of men to warrant its proceeding with the work, and this number was stated as being 400. The second choice was to increase the rate of common labor from 40 to 45 cents an hour. The third way out was to close the project completely.

The first plan having proved unsuccessful, recourse was had to the second plan, and the increase in the rate of wages for common laborers from 40 to 45 cents an hour for 8 hours, and time and one-half for the overtime of 2 hours, making \$4.95 for the day's work of 10 hours, was authorized, effective October 11. The commanding officer in charge of the construction work on the Army hospital at Oswego, a short distance from Watertown, was informed of this action, and was advised that no men coming from his project because of this rate increase would be employed by the housing contractor. There were reasons for believing at the time that the 45-cent rate might secure the required number of laborers, inasmuch as farm work in that section was coming to a close and also because the boats on the Lakes were laying up for the winter.

The situation was relieved materially by the signing of the armistice, which enabled the corporation to modify the extent of its projects in reducing the number of houses to be built. There was also a general easing up in the limitations operating upon the labor supply.

HOUSING PROJECTS AND THE DRAFT.

The Housing Corporation, like all other Government departments engaged in construction work, found it necessary to adapt its requirements for labor to the provisions of the draft laws and the regulations concerning the drafting of men into military service. In order that the corporation might be in a position to secure deferred classification for those employees deemed essential to the successful prosecution of its projects, a committee of three was organized on each project as a means for complying with the draft regulations. This committee consisted of the works superintendent, representing the corporation; the contractor or his representative on the project, and a disinterested, public-spirited citizen of the community who was not in any way identified with the project.

This committee was instructed to regard its particular housing project as essential to the successful prosecution of the war, to this end keeping in view the retention of all employees subject to the draft who were necessary to that project. The determination as to whether any individual's work was necessary to any

particular project was to be made by this committee of three and was not to be left to the superintendent or foreman or subforeman, although, of course, their recommendations were to be given due weight. This committee was to apply at the proper time to its local and district draft boards for deferred classification for essential workers.

In a circular of instructions issued to this committee it was pointed out that the object of the draft law was to place a vast military force in the field without diminishing to the danger point the industrial manpower of the country that was essential to the maintenance of that force. To assist the draft boards in determining the essential character of the housing industry and as to whether a particular registrant was necessary to that industry, the committee was instructed to aid all registrants on its projects to transmit to the boards accurate information obtained by means of the questionnaire. This information was to enable the boards to postpone through deferred classification the calling of men necessary to the construction of the houses.

The basis of the claim that the housing projects were essential to the successful prosecution of the war rested on the fact that, as a war emergency measure, the Federal Government had found it necessary to create a new bureau to provide housing and local transportation facilities for employees in munition plants, small-arms factories, arsenals, navy yards, bag-loading plants, proving grounds, aviation plants, and the like in order that the output of such plants might not be curtailed because of the shortage of labor which might be due wholly to inadequate or inaccessible housing facilities. The relation of these Government housing projects to the production of necessary supplies, and hence to the success of the armies of the United States, was direct and obvious. It was equally obvious that if these projects were disrupted by a lack of labor, it would be impossible to carry on this work effectively. Workers necessary to the continued effective conduct of these projects and who could not be replaced without substantial, material loss and detriment to their prosecution were to be assisted by the committee of three in claiming deferred industrial classification; if these workers were reluctant to do this themselves the committee was instructed to do it for them.

In order to enable the works superintendent and the contractor to carry out successfully their requests for deferred classification circular instructions were issued stating specifically and in detail just what they should do in this direction.

In one case a works superintendent made use of the committee of three in applying to the commanding

officer of a near-by cantonment for soldiers as workers on the housing project when they were about to be demobilized following the signing of the armistice.

Efforts in this direction had previously been made by the Industrial Relations Division. In the application for these furloughed soldiers it was set forth that the Housing Corporation had been organized under the Department of Labor of the United States Government and that virtually all its projects were for either the Army or Navy, largely in connection with plants for arms and munitions. On October 26, 1918, the Chief of Staff of the United States Army was asked for 12,386 men, to be drawn from seven Army camps in the vicinity of housing projects. It was expecting a favorable reply to its application for furloughed soldiers to work on housing projects when the signing of the armistice made further procedure along this line unnecessary.

THE EIGHT-HOUR WORKDAY AND OVERTIME.

Prior to the beginning of the European war in 1914, organized labor had succeeded in firmly establishing in the United States the 8-hour workday on practically all work done directly by or for the National Government. In what is known as the eight-hour act it is provided that "every contract hereafter made to which the United States is a party, and every such contract made for or on behalf of the United States which may require or involve the employment of laborers or mechanics shall contain a provision that no laborer or mechanic doing any part of the work contemplated by the contract in the employ of the contractor or any subcontractor contracting for any part of said work contemplated, shall be required or permitted to work more than 8 hours in any one calendar day upon such work; and every such contract shall stipulate a penalty for each violation of such provision in such contract of \$5 for each laborer or mechanic for every calendar day in which he shall be required or permitted to labor more than 8 hours upon said work."

This provision of the 8-hour act is comprehensive. When the National Government, upon its entrance in the European war, directed the production of all kinds of goods which were essential to the war program, the effect was to make the 8-hour act applicable almost universally. At the same time the extraordinary exigencies of the occasion required not a limitation to hours of work but an enormous increase in production of war essentials. In consequence of this necessity Congress enacted a law, approved March 4, 1917, which contained the provision that "in case of

national emergency the President is authorized to suspend provisions of law prohibiting more than 8 hours of labor in any one day of persons engaged upon work covered by contracts with the United States."

In establishing by law the 8-hour workday as an institution in industry, organized labor had recognized that there would be emergency occasions when it would not be practicable or feasible rigidly to limit work to 8 hours, but in order to protect the principle from being violated by employers who might stretch the interpretation of what constituted an emergency, a penalty was established for working more than 8 hours. This penalty was extra pay for the overtime hours—that is, employers were required to pay from time and one-half to double time for the extra hours worked.

Congress in the act of March 4, authorizing the President to suspend the operation of the 8-hour law, adopted this penalty device by providing that "the wages of persons employed upon such contracts shall be computed upon a basic day rate of 8 hours' work, with overtime rates to be paid for at not less than time and one-half for all hours worked in excess of 8 hours." This penalty was embodied in the Executive order of President Wilson. The order applying to the projects of the Housing Corporation was as follows:

EXECUTIVE ORDER.

In order to secure the more expeditious construction, etc., of the projects contemplated by the act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, and by the act of Congress entitled "An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes," approved June 4, 1918, in so far as the same relates to "Housing for war needs," by virtue of the authority vested in me by the provisions of the act of Congress approved March 4, 1917 (39 Stat., 1192), entitled "An act making provisions for the naval service for the fiscal year ending June 30, 1918, and for other purposes," whereby it is provided—

"That in case of national emergency the President is authorized to suspend provisions of law prohibiting more than 8 hours' labor in any one day of persons engaged upon work covered by contracts with the United States: *Provided further*, That the wages of persons employed upon such contracts shall be computed on a basic rate of 8 hours' work, with overtime rates to be paid at not less than time and one-half for all hours worked in excess of 8 hours."

I do hereby suspend during the present national emergency the provisions of law prohibiting more than 8 hours of labor in any one day by persons engaged in or on any and all work to be done in connection with or under contracts for the construction, equipment, management, maintenance, alteration, repair, improvement, or suitable arrangement for living purposes of houses, buildings, improvements or any parts thereof, in providing housing and facilities related thereto for indus-

trial and other war needs. This order will take effect from and after this date.

WOODROW WILSON.

THE WHITE HOUSE,
July 18, 1918.
(No. 2918.)

Somewhat similar Executive orders were issued to apply to other Government bureaus, departments, and corporations. Thus simultaneously the 8-hour day was extended to practically all industries in the country and overtime payment was authorized for all hours worked in excess of 8 hours each day. In many industries the customary workday was 9 or 10 hours and the effect of the legislation and the Executive orders did not reduce these working hours but merely established overtime payment for the 1 or 2 extra hours. As this expense was covered by the contractor in vouchers to the Government, it actually meant that the United States Government was paying overtime rates.

In addition to the 8-hour day, there had also been established in Government industries prior to the war the Saturday half holiday. This meant a 44-hour week for most mechanics employed directly on government work. In many instances private industries not only did not have the 8-hour day but they also did not have the Saturday half holiday. The effect of thousands of these industries all at once working under contract for the Government was to extend to them the Saturday half holiday along with the 8-hour day. This was true only theoretically, because the pressure for production was so great that Saturday afternoons continued indistinguishable from any other workday; the practical result was that time and one-half and double time, depending upon the occupation, was paid for the extra 4 hours worked on Saturday afternoons.

By the time the Housing Corporation began the construction of its houses the 10-hour day and the 6-day week had become firmly established in practically all industries. This amounted to at least 60 hours' work each week with time and one-half and double time payment for 16 of these hours. Thus the union 8-hour day had early gone by the boards and none were more anxious for the overtime work than the union members themselves. There were a great many instances where they even threatened to strike unless they were granted more overtime. With the opposition of union members to overtime thus removed its well recognized evils could not be controlled effectively and soon these were rampant in all parts of the country.

Although the 10-hour day was theoretically in effect on all Government war work, the tendency in

the direction of overtime did not stop here. In many instances Government contractors seized upon the suspension of the 8-hour act as an advantage in competition and such was the limited supply of labor of all kinds that on many projects the 12-hour day and even longer hours prevailed.

Sunday, too, soon fell into the claws of this ruthless competition. Sunday work was in general refused by the Industrial Relations Division and in a few instances the mechanics left to secure employment on other projects where work on Sunday was permitted. One contractor, reporting a list of his employees who had taken their tools away, gave the following explanation:

With reference to the labor situation on this work we wish to state, in answer to your inquiry as to why we can not keep the men on the job, that we are losing men at the rate of five or six a day because they are being offered better propositions on other Government work in the district. We refer to the jobs at the American University and Anacostia in particular, where men are working Saturday afternoons and Sunday—a 7-day week with 26 hours of overtime for which they receive double-time payment. We understand that Sunday work will not be allowed on this project and would like to know why in the interests of this emergency housing the Government can not set a definite scale of wages and a definite time for work for all men engaged on Government construction work in this district. Men are leaving this work every day. Unless something is done by the Government in standardizing the wages and time of working this job will in a short time be depleted of men. We have brought a great many men to this job, but as soon as they hear of the more attractive offers they leave without notice. Even if we brought men in from out of town it would be only a matter of few days until they would be taken by some other Government contractor for work where better inducements are offered.

At the Bethlehem, Pa., housing project the plumbers demanded that they be permitted to work all day Sunday. At the time they were being paid 75 cents an hour. If permission to work on Sunday was not granted to them their demand stated that they would insist upon a rate of 87½ cents an hour and a 12-hour day.

All through the fierce competition the Industrial Relations Division attempted to maintain for the housing projects a 10-hour work day for 6 days a week with no work on Sundays. In this it succeeded in most instances, although the effect was that it did not secure and retain on its projects all the labor it would have been able to have secured and retained if it had joined the general scramble for labor by letting down these economic safeguards to efficiency in production and well-being of the workers. The division maintained that all hours beyond 10 hours each day and all Sunday work were an economic loss and not a gain in production. In cases where a particular

emergency confronted some one housing project, Sunday work and work beyond 10 hours each day was allowed temporarily, but as a general rule these excesses in working hours were not permitted. In fact, wherever possible, the working day on housing projects was kept down to 9 hours.

One illustration of the disadvantage to the housing projects of the longer hours of work on other operations is the case of the construction of barracks in Washington, D. C., in November, 1918, by the War Department. At that time the Housing Corporation had carpenters and other mechanics at work erecting dormitories on the Plaza site opposite the Union Station for war workers in the various Government departments and was also constructing houses for employees in the Washington Navy Yard. The corporation, in the face of fierce competition from other contractors granting longer hours of overtime, was then still maintaining on both these projects the 10-hour day with no work on Sunday.

In beginning operations on the Army barracks in Potomac Park there was circulated among the mechanics and common laborers of the Housing Corporation projects the information that on the barrack buildings they could work 12 hours a day with double time payment for the 4 extra hours, and that they would also be permitted to work all day Sunday with double-time payment for every one of the 12 hours. Here was an offer of 84 hours a week of actual working time with payment for 124 hours in contrast with the 60 hours' work a week with payment for only 72 hours by the Housing Corporation. With the hourly rate of carpenters at 75 cents, this meant that these mechanics had the opportunity of earning \$93 a week on the barracks while they could earn only \$54 a week on the housing projects. The immediate effect was that within a few hours some 300 carpenters and other mechanics left the housing projects for employment with the War Department in the construction of the Potomac Park barracks. When the corporation learned the cause of so many men leaving its projects it was then, of course, too late to take any action to stop the exodus. The damage to the corporation had already been done and could not be remedied by complaining to the other branch of the Government, although to prevent a recurrence of such competition complaint was made.

From the Quincy, Mass., housing project it was reported that "Boston and vicinity are working from 14 to 15 hours, while the Quincy project is working only 10 hours a day."

"You doubtless appreciate that other contractors in this city, including contractors for housing work, are advertising longer working hours than apply on our project, and our forces are being disintegrated through men leaving to go to jobs where they can work longer hours," says still another report to the Industrial Relations Division. "We are endeavoring to comply in good faith with the instructions given by your representatives as to working only 10 hours, with the result that those in charge of the job are getting the impression that it is not important to complete the work in a hurry."

Overtime work being a very important element in competition among the different contractors for securing labor—overtime being in cases a stronger attraction than even a higher hourly rate—all kinds of interpretations were resorted to in order to increase the overtime. "Emergencies" that excused or justified overtime work became quite common. Instruc-

tions sent out by the Industrial Relations Division as to emergencies requiring overtime work by mechanics necessarily had to leave the interpretation of "emergency" to the works superintendent and contractor on the project. These "emergencies" were variously interpreted.

In one place it was an "emergency" to "work on Sunday in shingling roofs for about 50 houses to guard against damage from probable bad weather conditions"; on another project the unloading of cars "to avoid demurrage cost" was an "emergency"; it was an "emergency" "to start up boilers" and "to prepare for masons' work." Mortar mixers were worked an additional hour in the morning to prepare materials for the mechanics starting work at 8 o'clock. "This is an emergency matter," said the works superintendent, "and should be recognized as such." In still another case, "emergency" work was found to be necessary "in grading around houses to keep water and ice from the foundation." In other instances overtime "emergency" work was applied to utility construction, such as the completion of underground work before freezing weather set in.

In placing the blame for such an uncalled-for situation more emphasis should be laid on the part played by the Government than on that of the workers. It is questionable if labor unions alone could have exercised sufficient control over the situation. It was demanding too much of human nature to expect of one man that he would work only 8 hours at \$6 while other members of his trade were working 10 hours and receiving \$9. The responsibility for permitting the chaotic conditions in the number of hours worked each day and each week by employees engaged on different Government projects is more traceable to the Government than to the workers because of the failure of the different Government departments to come to an agreement to control this condition.

WAR-TIME WAGE CONDITIONS

Though the length of the workday and overtime presented a problem, it was not to be compared to the perplexities and complications growing out of the chaotic wage situation. When one attempts an analysis of this situation he immediately finds himself confronted by a most intricate and complex system of wage rates. This wage structure had not been worked out by means of any theoretical standard of what constituted just and fair pay for the different kinds of work performed, but it was largely the result in nearly every particular instance of the working out of competitive conditions, which result had been de-

terminated or affected by innumerable conflicting economic forces.

It usually was found that the lowest-paid workman was the common laborer. But even among common laborers there was varying ability, and this in a rough way was measured by different rates, the so-called better common laborer receiving a higher rate. The wage of these laborers ranged from as low as 35 cents to as high as 65 cents an hour in November, 1918. Next to common laborers came apprentices or helpers to members in the various trained and skilled crafts, such as carpenters' helpers, bricklayers' helpers, and so on. The rate paid these was slightly higher than the rate to common laborers, but even among helpers there were men with varying degrees of skill, and this, too, was roughly measured by different rates. Even among members of the same trade or craft, such as carpenters or bricklayers, there were men of varying degree of skill who received different rates. For illustration, machinists in some places received from 62½ cents to 72½ cents an hour; blacksmiths were paid at Bath, Me., all the way from 55 cents to 87½ cents an hour. Skilled trades ranged all the way from 60 cents an hour for painters to 87½ cents an hour for bricklayers or masons. One degree removed from the men in the skilled crafts were the "pushers," or subforemen, such as carpenters' pushers, and these usually received a slightly higher compensation equal to about 50 cents a day in excess of the rates for ordinary journeymen. For illustration, on the Erie housing project in December, 1918, carpenters were being paid 75 cents an hour and carpenters' pushers 85 cents an hour; bricklayers 85 cents an hour and bricklayers' pushers 95 cents an hour.

Over and above the members of the skilled trades were the foremen, and these usually were the highest compensated of the workers. Rates varied not only between individual workers in the same occupation in the same city and between different trades but also between members of the same craft in different cities. This lack of uniformity or rather absence of standardization of wages when the Housing Corporation began operating in July, 1918, is indicated in the wage scale for carpenters on 22 housing projects in different parts of the country. The hourly rates then being paid workers in this occupation ranged all the way from 47 to 80 cents. At Portsmouth, N. H., these rates were from 47 to 70 cents per hour. At Niagara Falls, N. Y., the rate varied between 48 and 55 cents; at Watertown, N. Y., between 55 and 62½ cents; at Mare Island, Calif., between 60 and 73 cents; at New Brunswick, N. J., between 65 and 70 cents. The rate that was paid on the larger number of

projects was 70 cents, this being the rate on 9 out of 22 projects. The rate of 75 cents an hour was in effect on 5 of the 22 projects. The highest rate, that of 80 cents an hour, was paid at Hammond, Ind.

Bricklayers were paid at a higher rate than carpenters. The lowest hourly wage received by members of this craft was 75 cents, and it ranged from this amount to as high as \$1. On 7 out of 19 projects the 75-cent rate was paid; on 3, the 80-cent rate; on 2, the 81½-cent rate; on 1, 85 cents; on 4, 87½ cents; and on 1, 90 cents. The highest rate, that of \$1, was paid on the Pacific coast. Usually stonemasons and plasterers were members of the same labor union as the bricklayers, and it was quite common to find the same rate per hour paid to each of these crafts. But this was not always true. For illustration, on its Bridgeport project the Housing Corporation paid 75 cents an hour to bricklayers, stonemasons, and plasterers, while at the same time at Bath, Me., it was paying bricklayers 75 cents and plasterers 80 cents; at Charleston, W. Va., it was paying bricklayers 87½ cents and plasterers 75 cents; at Davenport, Iowa, bricklayers 81½ cents and plasterers 87½ cents; at Erie, Pa., bricklayers 80 cents and plasterers 87½ cents.

The reasons for this wide variation in rates among the building trades are numerous. In most cities the rates were determined by annual agreements between employees and employers. Where there was a strong union of the employees or a relatively weak organization of the employers the higher rate was established. It was also generally the fact that where the employers' organization was strong and the labor union weak, the lower rates prevailed. The rate thus established in any particular occupation did not necessarily measure the ability of the individual workers receiving the rate; it did not follow that all the best carpenters were in the cities where the higher rates prevailed nor, conversely, that the worst carpenters were in the cities having the lowest rate.

The policy adopted by the Industrial Relations Division toward wage rates in the various building trades and in different parts of the country was based upon the principle of accepting conditions as they were found to exist at the time the United States became a participant in the European war. The division did not attempt to enter into the question of the right or wrong, or the justice or injustice, of any rate in any locality. It accepted the existing situation as a fact. It instructed the works superintendents and the contractors to secure a copy of the rates of wages and working time in any particular locality from the local examiner in charge of the nearest branch of the United States Employment Service and

to verify these rates and conditions by an independent investigation. These officials were also directed not to depart from these established rates and conditions without instructions from the division. In practically every locality where the Housing Corporation had a project it encountered a situation where the wage rates in most occupations had been agreed to usually for a period of one year under a signed agreement between the local union and their employers. Thus the Corporation entered the city with the wage rate already determined upon. While the Corporation did not become a party to this signed agreement, it nevertheless accepted its substance as a fact and adopted the rates agreed upon.

Into the complex wage situation already described even greater complications were injected by the exigencies of war, practically forcing the National Government to become the employer in virtually all important industries. This was accompanied by extending to many of these industries a theoretical reduction in the number of hours worked each day through establishing in them the 8-hour day; simultaneously through Executive orders of President Wilson the payment of not less than time and one-half for all hours worked beyond 8 hours each day was mandatory. This principle of overtime payment needs explanation. But the basis for computing payment for overtime work was not always time and one-half; quite frequently it was double the hourly rate. As a general statement, where overtime rates were paid, common laborers and helpers or semiskilled workers were usually compensated on the basis of time and one-half, while for skilled mechanics it was double-time payment. Of course, there were exceptions to this; in cases skilled mechanics were paid overtime on the basis of time and one-half and common labor in cases received double pay for overtime. More frequently, and in fact quite generally, common labor being more unorganized or rather less organized, received only regular time rates for overtime work.

There were even variations from the practices above mentioned. Bricklayers, for instance, at Erie were paid only time and one-half for all overtime above 8 hours each regular workday, while for Sundays and holidays and all time after 12 o'clock midnight overtime was compensated for on the double-payment basis. Machinery and hoisting engineers had a 9-hour day between 7.30 in the morning and 5 o'clock in the afternoon, with the exception of Saturdays during June, July, August, and September, when the hours were from 7.30 to 12 noon. Time and one-half was paid for overtime excepting from 12 o'clock midnight to 7.30 a. m. and for Sundays and holidays, when double time prevailed.

In Newport, R. I., when the Housing Corporation began its project, double pay for overtime work had been established by only two crafts—machinists and steamfitters—other trades,

such as bricklayers, carpenters, electricians, painters, and common laborers, were compensated for overtime on the time and one-half basis.

In New London, Conn., carpenters had succeeded in establishing time and one-half between 5 and 10 p. m. and double time between 10 p. m. and 8 a. m.

In Philadelphia common laborers worked Saturday afternoons on straight time but on Sundays were paid time and one-half. Gas engineers, plasterers, mortar mixers, masons' mortar mixers, and hod carriers were paid double time for the extra hour worked before 8 o'clock in the morning to prepare material for the skilled mechanics whose work they supplemented.

In New Brunswick, N. J., all the skilled mechanics had succeeded in establishing double time rates for all overtime on week days, Saturday afternoons, Sundays, and holidays. Only in the cases of concrete and common laborers and plasterers' helpers was time and one-half paid for overtime on week days and Saturday afternoons and even in the case of these three exceptions double time was paid for Sunday and holidays.

While bricklayers, carpenters, cement finishers, electricians, plumbers, plasterers, and painters had established an 8-hour workday as the local practice at Niles, Ohio, roofers, sheet-metal men, and teamsters were working 9 hours a day. The workday for common labor was in some instances 8 and in others 10 hours.

In Davenport, Iowa, only bricklayers and carpenters had established the double-time rate for all overtime including Saturday afternoons, Sundays, and holidays. In the case of cement finishers and electricians time and one-half was paid for overtime on regular workdays and Saturday afternoons and double time for Sundays and holidays. In the case of all other trades only time and one-half was paid for overtime during the week and on Saturday afternoon, Sundays, and holidays.

On the Pacific coast in the vicinity of Puget Sound, Seattle, and other places in Washington all workers, including common laborers, had established the principle of double-time payment for all overtime work regardless as to when overtime was performed.

In the Richmond, Va., section while bricklayers had established the double-time rate for all overtime, bricklayers' helpers were paid only time and one-half for overtime. In that same section while carpenters were paid the double time rate for Saturday afternoons, Sundays, and holidays they were paid only time and one-half for week day overtime and in all cases but holidays carpenters' helpers received only time and one-half for extra hours worked.

At Bethlehem, Pa., carpenters and plumbers were paid time and one-half for overtime. This was for work before 8 o'clock and after 5 o'clock in the afternoon. For hours worked from Saturday noon to Monday morning at 8 o'clock and for all holidays they were compensated on the basis of double time. Plumbers working on an hourly rate of 70 cents were paid double for overtime, while other plumbers receiving 75 cents an hour were compensated only time and one-half for overtime.

Enough has been said to indicate very clearly that such a thing as uniformity in overtime conditions was not to be found in the localities where housing projects were being conducted any more than uniformity in the wages paid. Any attempt to have introduced such

A-6-A-16-R



A-6-C-24



QUINCY, MASS.

Types A-6-A and A-6-C, Six-room Detached Houses.

Shingles used as alternate for clapboards. Gable roof contrasted with gambrel roof. Position of porch varied.

(See Vol. II, pp. 329, 331.)

A-6-A-50



A-6-A-60



QUINCY, MASS.

Type A-6-A, Six-room Detached House.

Frame vs. Brick Exterior. Monotony avoided also by varying position of porch.

conditions would have been impracticable and would no doubt have resulted in greater confusion than that which did prevail as the result of the conditions which had grown up under the competitive system. In nearly every instance variations in overtime payment were due to the presence or absence of a strong or weak union on the part of the workers, coupled with the presence or absence of a strong or weak association of employers. It was a most aggravating situation at best. When the United States Government through the Housing Corporation entered any particular locality with the housing project the situation had to be met solely from the point of view of expediency. To maintain relative conditions as nearly as possible in the state in which they were found was forced upon the corporation as the only policy which would produce results. Sometimes this was found to be an exceedingly difficult thing to do.

Conditions at Bethlehem, Pa., affecting common labor can be taken as an illustration. The local practice at Bethlehem was a 10-hour day from 7 o'clock in the morning to 5:30 in the afternoon, with 30 minutes at noon for lunch. It was also the local practice among the industries to pay laborers only straight time for each of the 10 hours—they did not receive time and one-half for the 2 hours worked beyond 8 hours. The hourly rate for common labor at Bethlehem was 40 cents or \$4 a day. If the Housing Corporation followed its policy of accepting the established rate in the locality it would have been necessary to pay its common laborers 40 cents an hour for 8 hours and 60 cents an hour, on the basis of time and one-half, for the 2 extra hours, or a total daily wage of \$4.40. Such an arrangement would have completely upset the local conditions affecting the employment of common laborers by the industries generally in the same locality as these were paying only \$4 a day, and yet it was believed at that time to be compulsory on the part of the Housing Corporation to pay time and one-half for overtime.

At first an attempt was made to meet the situation by ignoring the hourly rate and establishing on the housing project a day rate of \$4.07 for 10 hours' work, which compared with the \$4 rate being paid by other employers in Bethlehem and vicinity. Computed into an hourly rate this meant that the corporation was paying 37 cents. Its object was to comply with the interpretation of the President's suspension of the operation of the 8-hour act, requiring overtime payment, and at the same time avoid disrupting the local wage scale. In establishing the day's pay at \$4.07 for 10 hours the contractors were instructed that, in their efforts to secure a supply of labor, it was not necessary to quote the hourly rate as being 37 cents, as this would be misinterpreted because of the lack of general knowledge of the 8-hour day ruling, but instead to quote the daily rate of \$4.07.

But this arrangement soon proved unsatisfactory. In cases where a laborer did not work a full day of 10 hours—if he worked 3 hours in the morning and was then laid off for the balance of the day because of rain or snow the determination of the hourly rate became necessary and this could be nothing more than 37 cents. The result was that the worker was worse off than those under the 40-cent rate. Again, where subcontractors operated three 8-hour shifts their laborers at

37 cents an hour straight time were being paid less than they could earn working for other contractors on the 40-cent rate. Such employees of subcontractors would receive for a day's work only \$2.96 as against \$4 wage, and this would prevent those subcontractors securing any common laborers. These and other conditions made it impossible for the Housing Corporation to observe the provision of the Executive order suspending the 8-hour act without disturbing local conditions. It finally made effective at Bethlehem the 40-cent rate for common labor with time and one-half for overtime. The result was that other employers were compelled to increase their hourly rate from 40 cents to 42 cents and in cases more. But this was simply running around in a circle and might have been continued indefinitely had not an opinion of the legal department of the corporation, to the effect that the corporation was not bound by the overtime payment provision suspending the 8-hour act, been applied to the situation at Bethlehem following the signing of the armistice by Germany.

WAGE RATES AND THE LIMITED LABOR SUPPLY.

The general policy of the Industrial Relations Division as to wage rates in any particular community where it was operating was to establish on its project the prevailing rates of the locality. These the contractor and works superintendent were instructed to secure from the local office of the United States Employment Office. But it became the rule rather than the exception that the labor needed was not forthcoming upon the offering of these rates. In the case of the wage scale for plumbers, for instance, under the policy of the division, 70 cents an hour was offered on one housing project. But there were no plumbers to be had at that rate. A comparison of this rate with other rates for plumbers in near-by localities and with the rates offered other skilled crafts on this particular project showed that this 70-cent rate was too low. Although this was the established local rate, there were no unemployed plumbers in that city, and in order to secure these workers from outside that locality the rate of 75 cents had to be established.

This concretely illustrates the situation that confronted the Housing Corporation in practically every locality into which it entered with one of its projects. The corporation did not begin actual construction until July, 1918, long after other Government departments had been operating. These departments had absorbed practically all the local labor supply. In consequence of this absorption, when the Housing Corporation began its projects in any particular locality it found no labor supply obtainable at the local rates.

It had been the custom for years in the building trades that whenever an employer transported workers from one city to another, the rates paid on the projects were those of the city from which the workers were taken. In nearly every instance where the

Housing Corporation found it necessary to import labor from other places to build its houses it was natural to expect, under the circumstances of the prevailing labor shortage, that this labor could only be secured in cities where a higher rate was being paid. To secure it the corporation had no choice but to offer to pay this higher rate. The result was that this higher rate threatened to draw labor from other local projects paying the lower local rate. This, of course, resulted in disturbing the wage situation that had been established by the other Government departments and these were in turn compelled to increase their rates to meet the higher rate of the locality from which the corporation had imported its workers.

This situation is illustrated in the case of the Housing Corporation project at Bath, Me. When this was started in September, 1918, there was no labor supply in that vicinity, this having long since been completely absorbed by the shipyards of the United States Shipping Board, the housing project of the Emergency Fleet Corporation, and the increased demand of local industries. If the Housing Corporation was to secure the labor with which to erect its houses it would have to import it from outside that district and principally from Boston. In doing so it would have to pay the Boston rates. These rates were higher than the local rates in Bath, Me. For illustration, the Boston rate for bricklayers was 80 cents an hour.

In November the Macy Wage Adjustment Board, having been reorganized under the United States Shipping Board to regulate wages and working conditions in the shipyards of the country, further complicated the situation by increasing the rate paid to ship carpenters to 80 cents an hour. The immediate effect was felt not only on the Watertown housing project by a depletion in its force of carpenters but also on virtually every project of the Housing Corporation, its carpenters leaving without explanation, but nearly all of them going to the shipyards. The rate being paid carpenters on most of the housing projects was 70 cents an hour. As this 70 cents was in relation to virtually all the rates being paid other workers on housing projects, it could not readily be disturbed without affecting all these other rates, and in consequence it was felt by the Housing Corporation to be the part of wisdom not to attempt at first to meet the increase to carpenters granted by the Shipping Board. The effect upon the housing projects was serious. For instance, word was received from Alliance, Ohio, that "23 carpenters left this project to go to work on the Emergency Fleet project at Lorain, Ohio, where 80 cents an hour is paid carpenters, with time and one-half for all overtime."

THE NEED FOR GOVERNMENT REGULATION.

Only a few of the innumerable instances that reflected the absence of a centralized control over wage

and working conditions have been cited. They are sufficient, however, to indicate the pressing need of governmental coordination of the operations of the Emergency Fleet Corporation, of the Army, the Navy, the United States Housing Corporation, and other Government departments. The necessity of cooperation rather than competition with the large private and corporate industries engaged through contracts on Government war work was equally apparent as was also the harmonizing as far as possible of the interests of private contractors and industries engaged on nonessential war work. Again, there were the often complicating and obstructive demands of the labor unions that needed governmental guidance, if the best results for all were to be secured. These and a score and more other factors in the economics of the industrial situation imperatively demanded some kind of centralized regulation or control by the National Government if the best efforts of the nation were to be put forth effectively toward the winning of the war. This was recognized by the Industrial Relations Division at the very outset of the operations of the Housing Corporation. It was made all the more necessary by the chaos that prevailed through the competitive wage conditions as to occupations and as between different cities as well as by indirect wage increases and the general resort of contractors to all kinds of devices and subterfuges in order to secure and retain a supply of workers.

Illustrations of the competitive wage situation between the different occupations engaged in the building industry and between these occupations in different cities are to be had by the score in the files of the Industrial Relations Division. Reference to a series of incidents between labor unions and housing projects may serve our present purpose.

In the latter part of October, 1918, the housing project at Waterbury, Conn., was badly in need of stone masons. Twenty-four cellars had been excavated and were ready for members of this craft to proceed with their work. There were only 25 masons in Waterbury while the project needed at once as many as 75. This failure to secure the required number of masons was retarding the progress of the entire project, members of other crafts being unable to proceed until the masonry work was completed. The established rate in Waterbury by masons was 75 cents an hour.

But the housing project of the corporation at Bridgeport was also as badly in need of masons. The rate being paid there was also 75 cents an hour. The nearest source of supply was Boston. As between Bridgeport and Waterbury the same rate would at-

tract Boston masons preferably to Bridgeport, as Waterbury was more inaccessible. As the 75-cent rate was not securing a sufficient number of masons for the Waterbury project, a rate of 80 cents an hour was offered, this latter rate being paid at the time on the near-by projects of the Emergency Fleet Corporation at Groton and New London. In case this higher rate might affect the supply of masons on the Bridgeport projects who were receiving only the 75-cent rate, the works superintendent on the Waterbury housing project was instructed to protect the lower rate at Bridgeport, by refusing to employ any masons on that project that might be attracted from Bridgeport to Waterbury by the higher rate.

Bricklayers and plasterers at Waterbury are members of the same labor union as masons and the hourly wage rate is customarily the same to members of all three crafts. So when the 80-cent rate was announced for masons, the bricklayers and plasterers immediately demanded that they be granted the same increase of 5 cents an hour and they went on strike to enforce this demand.

In the meantime wage increases to bricklayers, masons, and plasterers at work in the Bridgeport project from 75 to 87½ cents an hour had been forced by the economics of the situation on that project. When the members of these crafts engaged on the Waterbury project heard of the Bridgeport wage increase they also demanded the 87½-cent rate and went on strike to enforce it.

The Bridgeport wage increase was brought about by the necessity of importing bricklayers from New York City in order to secure even moderate progress in the construction of houses, as Bridgeport and vicinity could not supply the number of bricklayers needed on the housing project. The local rate at Bridgeport for these workers, as has been stated, was then 75 cents, while the New York City rate was 87½ cents. Bricklayers from New York working on Bridgeport houses had to be paid the New York rate, with the result that the Bridgeport rate of 75 cents would inevitably have to be raised to 87½ cents. Against this higher rate not only the employers' association in Bridgeport but also the labor unions, who had agreements between them establishing the local rates, protested, as did also the mayor of the city. They even sent delegations to Washington to endeavor to prevent the 87½-cent rate for bricklayers from becoming effective. These were told that if they would supply the corporation projects at Bridgeport with the required number of bricklayers at the 75-cent rate no higher rate than that would be paid by the corporation. This the delegation promised to do, and

they were given several weeks within which to make good their promises. They failed in this, so there was nothing the corporation could do, if it intended to construct its houses at Bridgeport, but take bricklayers there from New York City and pay them the New York City rate.

But the course of events thus started did not end here. The rate for the masons and plasterers, these latter being members of the same labor union in Bridgeport as the bricklayers and customarily receiving the same wages, had also to be increased from 75 to 87½ cents. Then came the plumbers and steamfitters on the Bridgeport project demanding the 87½-cent rate, which was granted. Next the tinsmiths, members of the Amalgamated Sheet Metal Workers' International Alliance, demanded that their wages should be the same as plumbers and steamfitters. The local members of the International Brotherhood of Composition Roofers were not quite so modest as their tinsmith brothers, and they made a request for an increase to 93½ cents an hour. The official communication of the local business agent making this demand said:

When I sent my men to Bridgeport I did so with the understanding that they were to work 10 hours a day and receive 12 for it, and that they were to work Saturday afternoon and Sunday at double time; this being to compensate them for board and traveling expenses.

While the Government does not pay board and expenses, though our agreement with employers calls for it, now that the overtime is cut out I would suggest that you arrange to pay them 93½ cents per hour for roofers, and foremen \$1.12½ cents per hour and permit them to work 8 hours Saturday straight time, which would bring their wages to \$45 per week for roofers and \$54 for foremen, and that they be paid for rainy days.

The business agent stated that one of the contractors at Newport, R. I., had agreed to the above conditions. He requested that he be notified at once.

Like a row of bricks standing on end within reach of each other, when one falls all fall, so with wage increases—once begun there was seemingly no end in the absence of effective governmental control. To keep the unions company in the race for higher wages the members of the International Slate and Tile Roofers' Union of America, at work on the Bridgeport project, also made demands for an increase. They asked for a rate of 90 cents an hour.

Shortly after this chain of requests for wage increases were made the carpenters' union in New York City had a serious misunderstanding with their employers' association and they went out on strike. The housing contractor at Bridgeport happened to be a member of the New York City Employers' Association. As the strike of carpenters in New York was

directed against all members of the association it affected the Bridgeport project, and the carpenters working there quit their employment. This left 150 houses in the condition where roofers were imperative. These houses had been plastered and papered and in case of a few days of bad weather, with no roofs on, there would have been considerable damage to an investment of about \$750,000.

There could be no quibbling with slate roofers over wage rates under such conditions and after conferences with representatives of the union the corporation agreed upon a rate of 90 cents an hour for slaters at Bridgeport. In case they had to be brought from New York City, as was true with most of them, their transportation to and from the project was to be paid by the corporation and they were to be supplied with board and lodging in the corporation's commissary and bunk houses. The strike of carpenters, however, prevented the completion of the commissary and bunk houses and it was found necessary to make provision for the slaters in houses outside the project. It was estimated that the cost to the corporation for board and lodging per man supplied through the commissary and bunk houses would be approximately \$8 a week, and this amount was allowed to each slater from New York City in addition to his rate of 90 cents an hour.

The seven or eight members of the slaters' union living in Bridgeport, who were under no additional expense for board and lodging, insisted that men doing the same work could not be compensated differently and they also demanded the \$8 a week board in cash in addition to the 90 cents an hour. This was refused and the Bridgeport slaters were informed that if they insisted upon their terms then all the slaters employed would be from New York City. Finally, the Bridgeport slaters agreed to continue work without compensation for room and board.

One of the demands of the New York slaters, in addition to transportation to the project at the beginning and back to New York when their work was finally completed, was transportation to and from New York City each week to permit them to spend the week-end with their families. It was agreed that the expense would be met provided the cost of transportation did not exceed the amount agreed upon to cover board and lodging during their absence from the project. As this latter more than covered the fare to New York, this week-end transportation was not insisted upon and the men were compensated for a full week's board and lodging regardless of whether they spent the week-ends in New York City.

Among the complications accompanying the negotiations with the slaters was a jurisdictional contro-

versy between the members of Local No. 4 of New York City and their international union. This local had secured a temporary injunction from the courts to prevent the international organization interfering with it and this temporary injunction was in the stage of being made permanent unless the organizations settled their internal differences out of court. In the meantime members of both organizations refused to work with each other on the Bridgeport project. As the Housing Corporation could not wait upon this court decision it was agreed with the business agent of Local No. 4 that if he completely manned the job employment would be confined to its members so long as members of the international union refused to work with them. Within a few weeks the internal differences between the two organizations were satisfactorily settled and court proceedings stopped.

These increases in wages on the Bridgeport and Waterbury housing projects could not be confined, under the uncontrolled competitive conditions then prevailing, to those localities; they spread rapidly to projects in other cities. Let us take for illustration the wage rate to plasterers. It has been seen that the necessity of paying the New York rate to bricklayers on the Bridgeport project soon established this rate also for masons and plasterers in Waterbury in the same State.

Plasterers are members of two entirely distinct international labor unions. One of these includes among its members bricklayers and stone masons as well as plasterers. This is accounted for largely by the fact that in not a few cases plasterers also work as stone masons and bricklayers, depending upon the demand at any particular time for these respective occupations. Where the plasterers are associated with the bricklayers and masons the hourly wage rate is the same for all three. The other international union having plasterers in its membership is the Operative Plasterers' and Cement Finishers' International Association. These two occupations—plasterers and cement finishers—also usually carry the same wage rate, although not necessarily a rate identical with that of the other international organization.

The plasterers on the Bridgeport housing project were associated in the union with the bricklayers and masons. On the housing project in the adjoining State of Rhode Island at Newport the plasterers were members of the same union as the cement finishers. Following the increase in wages to the plasterers in Bridgeport those on the Newport project made a request for an increase in their rates from 75 cents to 86 cents an hour. The Industrial Relations Division declined to increase this rate because of an under-

standing it had with the War and Navy Departments that no increase in rates would be granted without conference with them. Both departments reported upon inquiry from the division that they were paying the 75-cent rate and they protested against the Housing Corporation granting any increase. The classified service rates for plasterers in the navy yard at Newport was, first class, 86 cents; second class, 80 cents; and third class, 73 cents. In consequence of the refusal of the corporation to increase their wages the plasterers on the Newport housing project went out on strike and within a few days the entire project was completely idle, all the other workers on the project having caught up with the work of the plasterers and thus being forced to discontinue employment.

One vexatious feature of this situation was the part played by the lump-sum subcontractor. The Navy admitted its inability to control the rates paid by these contractors, and some of them, without consultation with the Navy, were paying rates to plasterers varying all the way from 85 cents to as high as 95 cents an hour. Under such conditions it was not possible to secure plasterers on the housing project for the much lower rate of 75 cents, and eventually the corporation was compelled to grant the 86-cent rate.

On other near-by projects in New England the old rate of 75 cents an hour to plasterers continued so that within a comparatively small geographical area in February, 1919, such varying rates as 75 cents, 81½ cents, 86 cents, 87½ cents, 90 cents, and 95 cents an hour were being paid to plasterers. At one time there were operating in the Hampton Roads district in Virginia, which included Portsmouth and Norfolk where the Housing Corporation was carrying on projects, as many as six separate wage schedules. One was that of the Army, another that of the Navy, a third that of the Emergency Fleet Corporation, a fourth that of the Board of Control, a fifth that agreed upon between the labor unions and employers' associations, and a sixth, that of the Housing Corporation, which latter differed in important particulars from all the other five in that for some occupations the New York City rates prevailed because of the necessity of importing skilled mechanics from that city.

These conditions, which also prevailed in other sections of the country, were usually brought about by the fact that in many localities into which the Housing Corporation went to build houses there was a special wage schedule, either of the Army or the Navy and in cases of both. These schedules included occupations in the building trades and usually provided for different rates than those established in trade agreements between associations of employers and

their employees in the particular locality. In some instances the rates for some occupations were lower than those of the private contractors and in other cases they were higher. Working hours and other conditions of employment were also different.

It was a difficult problem for the Industrial Relations Division to harmonize these conflicting rates. In most cases the solution was found by authorizing the housing contractor and works superintendent to pay the same rates that were being paid by other Government departments in that vicinity, disregarding the so-called prevailing rates paid by private employers. But this did not always work satisfactorily, especially when the rates between the private employers and employees for particular work by members of a particular union were higher than the Army or Navy rate. If the Housing Corporation was to secure a sufficient number of workers of this particular craft in competition with private contractors and employers it had to raise the Army and Navy rate at least to an equivalent with that paid by the private employer. In many cases where this was done vigorous complaint immediately followed from either the Army or Navy or both.

One case in point was the housing project at Indianhead, Md. These houses were being built for mechanics employed at the Navy proving grounds. The Baltimore wage rates governed Indianhead, and when the project was first begun the contractor and works superintendent were instructed to establish the Baltimore rates. But there was already in effect, for workers employed on construction work by the proving grounds, a wage scale adopted by the Navy. The two sets of rates naturally came into conflict. The effect in such cases usually was that the Housing Corporation was compelled to pay the higher rates of both schedules, partly due to the fact that it came into the field seeking labor long after the local supply had been exhausted by other Government contractors. Thus the aim of the corporation to maintain uniform rates in a particular locality was not infrequently varied by the adoption of the policy of expediency. In every case, however, the works superintendent on the project was instructed to confer with representatives of the Army and Navy and other contractors and strive to secure uniform conditions on the different Government projects.

In some cases with the view of attaining this end, the Industrial Relations Division relinquished control over its wage rates and agreed to put into effect the rates, rulings, and regulations of the Army or the Navy as the case might be. But this policy did not always bring satisfactory results.

In nearly every case where the Army or Navy was also engaged in construction work alongside the housing project, there were also complications in rates due to the classification system as applied to workers for these Government departments. For illustration, plasterers were grouped as of the first, second, or third class, and a different rate was paid men working in these different classes. The effect of the operation of this classification system usually was that the Housing Corporation had to pay the higher rate of the first class to all its employees in that particular occupation, as invariably all of them would claim that they were in the first class, as to workmanship, and promised to prove this by a strike if the higher rate was not paid. To attempt to adjust the ability of any particular employee to these varying rates required time, and this was the one thing that the Housing Corporation did not have. It was a war emergency instrument of production, and the ignoring of time was of the very essence of its existence. It had to build houses, and it could not waste precious hours in quibbling over rates or classification of employees. This situation, coupled with other uncontrolled economic forces at work, nearly always resulted in the maximum local rate in any occupation being established on the housing project.

Important as was the question of standardization of wages, this was absolutely beyond the power of the Industrial Relations Division to accomplish. Diversity of wages was only a part of the chaotic situation that demanded centralized governmental regulation. Moreover, the question of standardization of wages was being considered by the War Labor Policies Board. This board had requested the various Government departments that in the meantime they withhold contemplated wage changes. Such a request was impossible to fulfill, as economic forces refused to wait for action by the War Labor Policies Board. To have done so would have meant interference with the progress of housing projects, and this was the very last thing the corporation could permit. It had been instructed by Congress not only to build houses but to build them in time to assist the war industries of the country in an early defeat of Germany. Wage rates under such conditions as prevailed could not stand still; they were constantly moving upward.

SOME EFFECTS OF UNCONTROLLED COMPETITION.

Some of the effects on housing projects of the operation of these and innumerable other economic factors at work that needed regulation and direction through some kind of centralized machinery of control under the National Government are reflected in reports to the Industrial Relations Division from contractors,

works superintendents, project managers, and special representatives. In requesting permission to pay rates at least equal to those being paid on other Government projects in his locality one contractor said:

Frankly, our inability to man this job at the rates permitted to us is because the United States Government is paying a great deal more than these rates on other operations. We speak advisedly, as we ourselves are paying higher rates on other Government work, and I have personally read the offer of the Emergency Fleet Corporation, issued under the direction of the Director General of the United States Employment Service for a housing project near Baltimore, which offers transportation and meals and wages higher than those we are permitted to pay. More even than this, it permits a considerable amount of overtime work at double rates. The present ruling on our project not to allow the men to work on Sundays operates against us, as they prefer to go elsewhere where they can make this extra pay. Because of this situation your labor scouts, no matter what they promise, will not be able, we fear, to man this operation unless you are prepared to offer here the same rates that the United States offers elsewhere. If you recruit in the same market and at the same rates, they will even then not stay here unless permitted to work on Sundays. Our suggestion is that you authorize the works superintendent to instruct his scouts to meet the wages and other conditions, such as transportation, meals, and Sunday work, and this, we believe, will unquestionably solve the unskilled labor problem and ameliorate the skilled labor situation.

Another housing contractor reported as follows:

Our operations have been seriously interrupted by the shifting of common laborers from one job to another. When we began work in May, 1917, we paid laborers 30 cents an hour. There was a fairly good supply, and we proceeded through the summer with good progress. When other operations started in this vicinity certain contractors offered 32½ to 35 cents an hour and began to draw on our supply of labor. We submitted the facts to the public works officer at the navy yard and were allowed to advance the price to 35 cents per hour. Last February, at a meeting of contractors doing work for the Navy Department held at one of the jobs in the navy yard, a gentlemen's agreement was entered into by the contractors that they would not pay in excess of 35 cents per hour for common labor. In a short while one contractor advanced the rate to 40 cents an hour. We were the last of the contractors to increase our rate to 40 cents an hour, which was done about May 1, 1918.

"We secured 60 laborers from Indianapolis through the efforts of the Department of Labor and agreed to pay them 40 cents an hour and provide suitable quarters," reported another housing contractor. "The men were brought here and quarters erected at the cost of \$4,300. There are only three of these men now working for us. The other men have been attracted by other inducements and higher wages as paid by other contractors in this vicinity and we have no power to get them to return to the work for which they were secured. During the latter part of August our superintendent lost five men through another contractor paying 45 cents per hour. We immediately presented the facts to the Department of Labor and they sent a representative to instruct the offending contractor to return these men to us. This was done promptly, but the men did not come back to work but went to another

job in the west extension of the navy yard. After investigating the rate paid by other contractors, we discovered that we were the only contractors not paying 45 cents per hour, and as our men were not satisfied and were leaving, we were forced to advance the rate to 45 cents. This was done after advising the Department of Labor and as a last resort. The men that we were anxious to hold were men who had been with us for years and whose services had proven extremely valuable, and we could not have our work further interrupted on account of the rate per hour for labor. Our contract was estimated on the basis of paying laborers 30 cents an hour; this has been increased at various times until it is now 50 cents."

One contractor reported as follows:

I have been bringing men here without regard to the expense of so doing, and they have been hired and taken away by the Government agencies offering them more money than I was told I was allowed to pay. In the case of a laborer I brought from Baltimore at some expense, I learned that he was hired away from me and sent to Washington to work at 50 cents an hour, which was more than I was permitted to pay. There is very little use of my trying to bring men on this work if they are to be solicited and taken away under such conditions as these.

Calling attention to some of its troubles, one contracting firm stated that—

The only cloud appearing in the labor affairs at this time (besides the agitation continually going on among the labor unions) is the action of a number of local concerns in hiring away our men. It is almost impossible to check this stealing of this help and to actually prove that it is done. It would take a detective force of quite a number of men to run down each individual case that is reported to us directly and indirectly.

One works superintendent reported as follows:

To-day was the day that we were supposed to be given priority at the State and local employment bureau. We not only had an automobile to accompany the laborers, but we had a man there to direct them as well. All this labor was deflected from us on account of higher rates being paid at other operations. A great deal of it went to a chemical company at the rate of \$5.90 per day, and Hog Island took the rest at a \$5 flat rate. It is absolutely necessary that we meet the \$5 rate at once and I desire immediate authorization to do so.

This project was paying 40 cents an hour for 8 hours and time and one-half for 2 extra hours—that is, it was paying eleven hours for 10 hours' work. Other contractors in the vicinity were paying anywhere from 40 to 50 cents an hour and some double pay for overtime work.

"The only glaring feature in the entire labor situation, both with skilled and unskilled labor, as viewed from this location is the lack of a standard rate for all Government work," came from another works superintendent. "Men en route from New York to this operation are frequently diverted in another direction by a higher scale of wages. Something must be done quickly or an open winter operation such as this will be left high and dry."

One special representative of the division reported that—

Unless there is established at the earliest possible date a standard local wage scale and time schedule for all Government contracts, the turnover problem is going to become more serious each day this action is delayed. As long as one contractor pays 40 cents an hour for labor and another 45 cents for similar unskilled labor, and as long as one contractor is permitted to advertise in the newspapers \$1 an hour for skilled labor while the prevailing rate is only 78½ cents an hour, and while some contractors are permitted to work overtime on Saturday afternoons and all day Sunday while others are prohibited these privileges—while these and other chaotic conditions continue the turnover problem on the housing projects is going to become more serious and complicated. These cause workers to run hither and thither every 24 hours on rumors that some other contractor is paying higher rates or is offering more overtime or in other ways is advancing special inducements.

At first the Industrial Relations Division attempted to control these increases in wage rates by other contractors by directing the works superintendent of the housing project affected, upon complaint by him to the division that a competing contractor was not maintaining the established rates, to confer with the representative of the United States Employment Service and insist that the offending contractor be required to return to the authorized rate. Sometimes the representative of the Employment Service would take proper action and restore the conditions, while in other cases the representative claimed he had no authority over the maintenance of rates.

This competition was not limited to increases in rates. The offering of overtime work, of extra pay beyond the customary practice for this overtime, of board and lodging, of transportation, of a different classification as a worker carrying higher wages, and a score and more devices and subterfuges for attracting and retaining labor were resorted to quite generally. Nor were these practices confined to private contractors. They were employed by subcontractors of general contractors, by contractors engaged directly on Government work, by manufacturers and other employers, and even by other Government departments direct, such as construction divisions of the Army, the Navy, and the Emergency Fleet Corporation. The result was some such situation as is described in the following report from one of the works superintendents:

We are on a weekly working basis of 44-hours while the Emergency Fleet mechanics are working 8 hours a day for 7 days a week, or 56 hours a week. Their laborers are working 9 hours a day for 7 days a week, or 63 hours a week. They are paying overtime. Emergency Fleet must reduce to our basis or we will lose all our men.

Or again:

Emergency Fleet housing operation continues on overtime after we reduced to the 44-hour week. Seventy-five carpenters left this project to-day and laborers and brick masons are leaving on Saturday, because of elimination of overtime. Emergency Fleet Corporation here has not reduced to the 44-hour week basis.

Such was the situation following the signing of the armistice, after the Housing Corporation had restored the 44-hour work week, that it was necessary to send supplementary instructions to all its works superintendents to "adopt overtime practice of Emergency Fleet projects until further notice." On the Bath, Me., project this meant working mechanics 8 hours a day for 7 days and laborers 9 hours a day for 7 days and payment for all overtime above 8 hours each week day and double time for every hour. The effect of this increase by the Shipping

The increase of approximately 15 per cent in wages of all classes of workers in the shipyards made by the wage adjustment board of the United States Shipping Board in November, 1918, affected seriously the labor supply on many housing projects. The principal workers drawn from the housing operations were carpenters, whose wages were increased from 70 to 80 cents an hour, and common laborers, whose wages were increased from 40 to 46 cents an hour. The effect of this increase by the Shipping Board is reflected in the following excerpts from reports of works superintendents:

"Twenty-eight carpenters left on Monday and 16 on Tuesday. Contractor would like authority to meet the increase before his men leave rather than have to wait until after they have gone and then hire new men."

"At the end of our pay week 75 men quit. Better pay elsewhere is the explanation."

"Yesterday and to-day we lost 36 carpenters from our project. Some give no reason for leaving, others went for higher pay, and others because our hours were shortened three-quarters of an hour, stopping work at 5 o'clock, this making 10½ hours instead of 11½ hours as formerly. I am advised that the shipbuilding company has advertised for carpenters at 80 cents an hour, while we are paying 70 cents. I understand that the Shipping Board has authorized an increase of 15 per cent for labor in the various shipyards. We shall be high and dry again with our labor unless we also shall be authorized to increase our rates. This matter is very important to us as is the general situation all over and we trust that you can give it your serious consideration, with the view of preventing increases elsewhere or giving us the privilege of advancing our rates to meet the other increases. The newspapers here are publishing full-column advertisements of shipbuilding companies with the rates of pay they are offering. These rates are generally higher than those we are authorized to pay."

"We wish to call your attention to the fact that we have received information that 26 carpenters have left this locality

for New York, Virginia, and Ohio points, going to jobs where they were promised an 80-cent rate. The rate being paid on this project is 70 cents an hour, based on an 8-hour day, with time and one-half for overtime of 2 hours. We can not retain carpenters here with higher rates and similar additional inducements being offered elsewhere."

The following report from one housing contractor throws an interesting side-light on the situation. With such competitive conditions prevailing as have been described charges and countercharges among contractors became quite common:

Regarding carpenters employed by us which it is claimed have been taken from another contractor by reason of the fact that they were induced to come to us through representations that they would have an opportunity to work overtime; your letter states that these carpenters were disappointed in not getting this overtime and that they have now returned to the other contractor. Therefore, it is quite evident that that contractor must be working overtime, whereas we are not, otherwise the men would not wish to return to that contractor. We would like to have you investigate the amount of overtime being given carpenters by this contractor as many of our men are going over to him.

Competition from other than Government departments was also equally effective in drawing workers from housing projects. In not a few cases this competition came from contractors engaged on nonessential work.

"To-day about 20 of our best carpenters left and are at work on a plant that is being erected near here by another contractor, who is paying carpenters at the rate of 90 cents an hour and laborers at the rate of 60 cents an hour, which, of course, is quite an inducement for the carpenters and laborers to leave us and work with them," said one works superintendent. "What I wish to know is, Is that an essential job or not? If it is, they are very liable to leave us in the lurch by taking most of our men away from us, as we are paying carpenters 80 cents and laborers 50 cents an hour. Don't think it advisable to increase the amount of wages paid by us at once if there is any way to prevent it."

In the vicinity of another housing project a somewhat similar situation prevailed.

"Private work of nonessential character continues to go on in this city," reported the contractor, "and it is difficult to understand why nothing is done to relieve the shortage on essential war work. We can show any number of private jobs where carpenters are working. On account of the shortage of men in the district, the noncontrol of private and non-essential work and the difficulty in locating men out of town, we are only able to maintain 70 men on the job when we should have many times that number."

"Personally, I do not think it would be impossible for the Labor Department, if they work out the priorities on labor as they should, to supply war emergency work with the laborers and mechanics that ought to be supplied," reported another contractor. "Men of this class are working all over the country now on private, nonessential work, while many war-essential jobs are suffering. I think it is up to you and others to

work this problem out, and I don't see why the essential war work should be suffering on account of failure of the various Government labor divisions to work out this problem."

Another phase of these uncontrolled competitive conditions is found in the fact that it was not infrequently the case that labor would be transported from one point to another only to discover a demand of pressing importance in the place from which this labor was taken. With the view of preventing this exportation of labor from localities into which the Housing Corporation was going with its projects, a statement was presented to the Employment Service giving the location of every town where the corporation would soon begin construction work. Notwithstanding, it was quite frequently the case that skilled mechanics needed in that town were transported to some other place. An instance was the following report from one of the housing contractors:

We regret to learn that 100 carpenters have been transferred from one job in this district to work outside. In the event any men are to be released on any job we will be glad to send conveyances at the time the men are paid off and transfer them to our work. We are at a loss to understand why men are shifted about and sent away when there is such pressing need for carpenters in the district.

"While this housing project is seriously in need of carpenters we are informed that some 20 carpenters left here Saturday for points outside the State," reported another contractor. "You can readily understand that this is a serious precedent for the housing project, and if possible should be stopped unless these men are to be used for a much more essential project. We should like very much to have more authority than we now have to secure common labor and carpenters."

The general situation throughout the entire country as affecting all localities in which there were housing projects is concisely summarized in the report of one of the project managers to the Industrial Relations Division. He said:

I find that there is no cooperation between the several contractors, but that they are working on a competitive basis, placing large individual advertisements in the newspapers.

"The chaos that has been existing the last 10 days through failure to control the rates and working hours of these different Government projects is certainly a disgrace to the departments of the Government that are responsible," was the opinion of one contractor on the situation. "Every concern needing labor has, on account of this state of affairs, lost all confidence in the authorities that are supposed to govern in these matters."

EFFORTS TO ESTABLISH CENTRALIZED CONTROL.

The Industrial Relations Division was fully conscious of the intricacies and complexities of the situation confronting all Government activities having to employ labor and of the fundamental economic problem of which the conditions described were only surface indications. It believed that these conditions could not work out satisfactorily from the point of

view of progress in production nor could the economic problem as a whole be successfully solved unless there was established some kind of machinery for centralizing within territorial areas (large or small, in geographical extent depending upon conditions) Government control over the more important of the economic factors at work.

With this object in view and with the daily experience of the housing projects as object lessons, the Industrial Relations Division, at the very beginning of its organization and operation, made efforts to have established by Government authority a plan providing for the vesting in some centralized committee or board of sufficient authority to control wages, hours of work, and other competitive working conditions.

This board was also to have authority to determine between essential and less essential industries with the view of withdrawing from the less essential industries in each locality where Government projects were located a sufficient number of men to carry on the essential operations. It was realized that even this line of action would not likely secure the full number of men needed in view of the demands of the Government and the extreme shortage in the labor supply. For this reason the plan also provided for vesting in this committee or board authority to distinguish between the needs of those industries that were determined upon as being essential so that priority orders for labor could be issued to those that for the time being were the more essential. As the relative importance of these essential industries would naturally vary at different times, this board could change its priority decrees from one activity to another as the occasion required.

In view of the general competitive demand for labor, some of the details of which have been presented in preceding pages, Prof. James T. Young, of the University of Pennsylvania, one of the able special representatives of the Industrial Relations Division, was assigned to make comprehensive investigation of these conditions and to report recommendations for their elimination, or, if this was not possible, at least for their improvement. Prof. Young's report to the division summarized these conditions as follows:

The competition between employers for labor, particularly for unskilled labor, has now reached a point at which it seriously obstructs the building projects of the United States Housing Corporation. Many of these projects are located in industrial districts where the presence of large manufacturing establishments with war orders creates an abnormal demand for labor. This demand reacts directly on the supply available for our operations. The situation is aggravated by competition between districts, so that a large number of workers now drift from one region to another, availing themselves of the attractions offered by distant employers. Within each district there is also a high percentage of shifting or

turnover from one establishment to another, caused by employers bidding against their rivals, until, between the national and the local competition, the labor supply is needlessly disrupted and disorganized. At some of our projects, notably at Bethlehem, a state approaching chaos has been reached.

The national aspects of this situation are now being handled by the War Labor Policies Board and the United States Employment Service, but thus far no general means has been devised to deal with the local disorganization of the labor supply. The building contractors and manufacturers in each district are apt to regard this as a local question, but it now exists, with slight variations, in so many of the large industrial centers that it must be handled on a scale corresponding to its magnitude and the causes producing it. The creation of some emergency body, such as that at Hampton Roads, known as the board of control, offers the most effective and the simplest means of meeting this need.

In addition to labor questions, such a board of control can handle the following problems which now bid fair to arise in connection with practically all our projects:

1. The stabilizing of wage rates and conditions of labor in the district.
2. The establishment of recreation facilities for local labor.
3. The maintenance of adequate street car transportation.
4. The supply of electric current.
5. The water supply.
6. Health administration.
7. The school system.

In common with all other branches of the Government which have war contracts in such districts, the United States Housing Corporation is interested in an early and satisfactory solution of these questions. Many of them belong properly under the jurisdiction of the local city authorities, but the latter have either broken down completely or have failed to meet the greatly increased needs due to war conditions. They require the stimulus of some outside agency representing distinctive war production.

The United States Housing Corporation is the natural agency, therefore, to organize local boards of control of this kind; the corporation has no distinctive prejudices or interests other than the early and satisfactory completion of its projects in each district and the maintenance of harmonious relations between all employers and contractors, governmental and otherwise, within the region. It, therefore, possesses the advantage of an impartial authority with an interest only in securing and maintaining conditions satisfactory to all concerned. Through its Division of Industrial Relations it is in close touch with local labor affairs. Through the duties imposed on it by law it is peculiarly fitted to secure the cooperation of the Army and Navy authorities, local employers, and transportation interests.

Through its staff of field agents the division is prepared to assist in and supervise the decisions of such boards of control and to place at the disposal of each the decisions, rulings, and principles established by the others, thereby acting as a clearing house and supervisory authority to maintain a reasonable uniformity of standards. This is especially important in matters of transportation, health, and housing interests.

The following interests should be represented in each board of control:

1. The United States Housing Corporation, Division of Industrial Relations.
2. The works superintendent or project supervisor.
3. The local representative of the Army.

4. The local representative of the Navy.

5. The local representative of the United States Employment Service.

6. The large companies of the district who have war orders.

The establishment of such bodies in districts where we can now foresee the rise of problems like those described presents other advantages: First, it would very materially hasten the settlement of numerous questions of a peculiarly local nature, and would thereby speed up not only our own work, but also that of all the war industries which we are aiding; second, it would decentralize much of our present and future work and avoid referring to Washington a host of matters which should be despatched on the spot; third, if properly guided and supervised, it would smooth out many difficulties which now arise from variations in the rulings and decisions applying at different points, and would in this way avoid labor unrest arising from such sources.

The situation is so big as to require the attention of the biggest men that can be secured in order to work out a solution and actually put it in operation.

At several points in discussing the conditions with representatives of manufacturers, I thought I noticed some slight suggestion of impatience or opposition over any interference from the Government or to any inquiry as to labor conditions. I have made clear to them that we are working to help them get labor, but there is no doubt that the Labor Department is under suspicion in their eyes because of the concessions which have been made to the unions by Washington on various disputes.

I would suggest that this board be given control of all interestablished labor affairs and even other matters affecting labor. At Hampton Roads this board takes up even such matters as water and ice and the electrical current supply; also transportation or anything else which threatens to delay production in the district as a whole. Labor conditions alone justify the creation of such boards to stabilize them and to secure more cooperation instead of semi-hostile rivalry between employers.

Recommending in particular the immediate establishing of such a committee of regulation in the Bethlehem, Pa., district, where the Housing Corporation was erecting houses for employees of the Bethlehem Steel Corporation, Prof. Young advised that a conference be called at that place, to consist of a representative of the War Department, which was interested in the output of the steel plant; of the Bethlehem Steel Corporation itself; of the railroads in that vicinity; of the United States Employment Service; of the various contractors; of other large employers of labor; of the city of Bethlehem; and of the Housing Corporation. The object of such a conference was to consider all the details of the competition for labor and agree upon uniform conditions; to formulate and establish standard rates of pay, having in mind the character of work, its accessibility and the attractiveness or otherwise of working conditions of the various establishments; to take such steps as might be found necessary in order to stabilize labor conditions in the district; to diminish the large labor

turnover by controlling its causes; and to secure a greater output of work.

The board of control referred to in Prof. Young's report as already existing in the Hampton Roads district in Virginia, comprising Norfolk, Portsmouth, Newport News, and Old Point Comfort, had been created by an Executive order of President Wilson in June, 1918. It consisted of three representatives of the War Department, two representatives of the Navy, one of the Federal Railroad Administration, one of the United States Employment Service, and one of the Fuel Administration. One of the Navy representatives, the chairman of the board, was also authorized to represent the Housing Corporation. A report on the operation of this board made to the Industrial Relations Division by one of its special representatives stated that—

It is the general opinion of all concerned, directly or indirectly, with the functioning of the board of control that it is the best medium yet devised for producing definite results when it is properly personneled and systematically operated. The board at present appears to have sufficient influence and power to control transportation, the wage scale and working conditions for all Government work, the water supply, public roads, and other matters within the district.

Of course, the operation of this board was not perfect. That of no such organization would have been. Nor did its decisions always work satisfactorily to all the competing interests involved.

On one occasion the Housing Corporation was unable to secure in the vicinity of its projects a sufficient number of plasterers at the 75-cent rate established by the board, and it was necessary for the corporation to import these plasterers from New York City. The rate there was 81½ cents an hour, and this rate had to be paid to the plasterers taken from New York to work at Norfolk. In doing so the board's rate of 75 cents was naturally disturbed and plasterers on other projects for the Government at Norfolk demanded an increase to meet the New York rate, which the housing project was paying. This resulted in the War and Navy Departments and the Emergency Fleet Corporation making complaint to the board against the action of the Housing Corporation.

The board of control advised the Housing Corporation that "an agreement approved by the Secretary of War, Secretary of the Navy, Secretary of Labor, president of the United States Shipping Board Emergency Fleet Corporation, and subscribed to by the United States Railroad Administration, was reached by the departments and is still in effect relative to the distribution and priority of labor and other matters and on the question of rates to be paid by the Government in the district. The rates of pay approved have been furnished you by this board and must in no case be exceeded or varied from any authority other than the approval of the board. In spite of this, you have established a rate for plasterers of 81½ cents, while the approved schedule provides 75 cents. By virtue of the approval of the Secretary of Labor you are hereby directed on his behalf to discontinue paying 81½ cents for plasterers and immediately put into effect the approved Government rate of 75 cents, and in the future in no case to pay rates

other than those on the Government schedule and only to take up questions of variation in such rates through this board."

But the Housing Corporation realized fully the vital necessity of houses to the prosecution of war work in the Hampton Roads district. This realization permitted it no choice of a decision in the matter if it was to carry out the mandate of Congress to build houses. The point had been reached where it could not proceed with the erection of the hundreds of houses that had already been started there unless it could secure plasterers. It needed many more plasterers than the entire Hampton Roads district could supply. Neither the board of control nor the United States Employment Service could supply these plasterers at the local 75-cent rate. The Housing Corporation could secure these greatly needed plasterers but only by paying the rate of 81½ cents an hour. This was done. The increase of 6½ cents an hour in the rate for plasterers had to be followed by a similar increase in the rate to lathers on the housing projects, members of these two crafts belonging to the same labor union and usually being paid the same rate.

Notwithstanding this incident the Housing Corporation strove in every way possible to assist in maintaining uniform wage rates in the vicinity of all its projects, and with this as its policy it endeavored constantly to support the board of control in its actions in this direction. But the situation in the Hampton Roads district was almost beyond any control. The board had issued a wage schedule for the district which had been approved by the War Labor Policies Board. The War and Navy Departments applied this board of control schedule to all construction work within their respective jurisdictions. There was also operating in the district a regular wage schedule of the War Department, one of the Navy Department, and two of the United States Shipping Board Emergency Fleet Corporation, one of these applying to mechanics and laborers employed in the shipyards and the other to those in occupations engaged in the erection of houses for shipyard workers.

Following the signing of the armistice by Germany in November, 1918, the Housing Corporation instructed the works superintendents on its projects in the Hampton Roads district to restore the 8-hour workday and eliminate all overtime work and overtime rates of pay. This had been agreed upon by the heads of all the more important Government departments in a conference held in Washington. But on its projects the Emergency Fleet Corporation continued to work 9½ hours and to pay for 11 hours' work each day, in addition to continuing work on Saturday afternoons and all day Sunday. Besides, they were paying higher rates for carpenters. These practices, of course, seriously interfered with the securing and retention of workers on the Housing Corporation projects.

There was another aspect of the wage-rate situation in the Hampton Roads district that was most aggra-

vating and disturbing in all attempts to work out uniform rates. This was the fact that contractors engaged upon private and usually nonessential work, such as the erection of buildings for garages, moving-picture shows, and the like, were free of control as to rates in carrying on their buccaneering raids upon the labor supply of Government departments and contractors. In this connection one housing contractor reported that "it is very difficult to secure steam fitters and plumbers for our work on this project, as local contractors are paying more than the scale allowed by the board of control in the Hampton Roads district."

The recruiting of labor, which was a disturbing factor with all Government departments in every district where Government construction work was being carried on, was regulated by the board of control in the Hampton Roads district under the following policy:

All recruiting of labor, both local and out of town, will in the future be carried on by the United States Employment Service, Department of Labor. The allocation of labor so recruited will be made through this office to the different contractors according to the available supplies and to other relative needs. In cases of special importance, where it is deemed for the good of the service for contractors to carry on their own recruiting, application should be made through the board of control, War Construction Activities, for special permission for such recruiting of labor. In the future, without such special permission, it will be impossible for individual contractors' recruiters to carry on their work without interference by the State authority. Request is made that you give this matter the greatest publicity and see that all contractors and subcontractors on your job understand these instructions and comply with them.

It is not intended to convey the impression that the board of control or committee of regulation idea was a panacea that in organized operation would cure all the economic ills that war-time conditions gave rise to on Government construction work. Even with the board of control established there would inevitably be situations, as instanced in the operation of the board in the Hampton Roads district, which were beyond direction or control. Nevertheless, the board-of-control principle was a distinct improvement over the lack of regulation that existed quite generally in virtually all sections where different Government departments were engaged in vital war work. But the properly constituted authorities did not act favorably upon the plan of the Industrial Relations Division for such regulation, and in consequence the division had to adapt itself to the chaotic competitive conditions and operate as best it could in the face of adverse factors that were working in general to the disadvantage of rapid progress and early completion of the housing projects.

COOPERATION OF HOUSING BUREAU WITH OTHER GOVERNMENT DEPARTMENTS.

For the construction of houses for workers in war industries there had been created by the authority of congressional enactment two separate and distinct organizations. One of these was the Division of Passenger Transportation and Housing of the Emergency Fleet Corporation, this corporation being the shipbuilding organization of the United States Shipping Board. It was evident at the very outset that it was absolutely impossible for the Fleet Corporation to build ships on the scale the situation imperatively demanded unless and until it first built houses in the vicinity of the shipyards to accommodate the enormous increase in shipbuilding mechanics for which its program called. For this purpose the Fleet Corporation organized under its authority and jurisdiction the above division.

The other agency created by Congress to build houses was the Bureau of Industrial Housing and Transportation of the Department of Labor. Its function was to provide houses where the need existed for workers in all war industries other than shipbuilding. For practical purposes this bureau incorporated under the laws of the State of New York the United States Housing Corporation and it operated in most cases as the corporation. Within this organization the Industrial Relations Division functioned, with the objects and purposes already described.

In the relation of the Housing Corporation to the Division of Passenger Transportation and Housing of the Emergency Fleet Corporation and other Government bureaus and departments engaged in construction and production for war purposes, either directly or indirectly through private contractors and corporations, the Industrial Relations Division kept constantly in mind the fact that the Housing Corporation was simply another arm of the National Government and that this fact demanded the utmost cooperation of the corporation with all these other Government departments and their contractors. The extent to which this conception of the relation of the corporation to other Government operations was carried by the division is illustrated in its efforts to enforce the 8-hour act on all its projects notwithstanding the fact that it had secured an opinion from the legal department of the Housing Bureau to the effect that the Housing Corporation, being a corporation of the State of New York, was not amenable to the provisions of that law. Not being so amenable it had an advantage in competition for labor over the bureaus that were subject to the provisions of the 8-hour act, and yet the division declined to benefit from this situation but instead endeavored to secure

uniformity in hours of work and general conditions of employment and management of labor.

The Industrial Relations Division went even further in its efforts to establish uniform conditions. Having failed to secure from the higher Government authorities any machinery for centralized regulation of competitive conditions, the division sent instructions to the works superintendents of all Housing Corporation projects to get in touch at once with representatives of all other Government operations in their immediate vicinity and endeavor to come to an understanding as to uniform wages, hours of employment, and working conditions generally.

A report from one of these superintendents is characteristic. It said:

Relative to your instructions to confer with representatives on other Government projects in this vicinity in order to secure uniformity in working conditions, I find upon investigation that these working conditions vary greatly among different contractors. I have taken up the matter of your instructions with several of the contractors and all of them seem willing to cooperate in order to bring about better working conditions. With this object in view the builders' association here has agreed to call a meeting of all its members either to-morrow or Thursday, at which time we will endeavor to have not only the contractors working on Government projects but all the contractors in this locality agree upon a uniform mode of working.

At the present time all building labor is in great demand here, and it would work a serious hardship on this project to make any changes in hours of work until other contractors have done the same. By having this meeting I hope to bring about a general order which will affect all building trades in this locality, and thus eliminate any possible chance for men to shift from one job to another in order to secure more money. I therefore feel that until such an agreement can be arrived at it would be very detrimental for us to cut down the number of hours that we are working. And as it is only a matter of two or three days more I am taking the liberty at this time to proceed with the 9-hour day until the end of this week.

The effects of this attempt to bring about uniform conditions through agreements between the various Government departments and private contractors are also indicated in the following report from the works superintendent on the Niagara Falls, N. Y., housing project:

I am sending you herewith a copy of the agreement¹ adopted by the principal contractors of Niagara Falls relative to the number of hours men are to be employed and the maximum hourly rate. These articles of agreement were

¹ The agreement referred to is as follows:
The contractors and builders of Niagara Falls, N. Y., agree to the following statement:

1. That the carpenters shall work 8 hours per day and not receive more than 70 cents per hour.
2. That the same shall apply to the masons, bricklayers, and plasterers, and they shall not receive more than 70 cents per hour.
3. That the laborers shall not work more than 9 hours per day and not receive more than 50 cents per hour.

We do further agree that all mechanics shall not work over 8 hours per day.

The builders' association recommend that 44 hours shall constitute a week and that all overtime shall be eliminated.

rather hurriedly drawn by the secretary of the builders' association, but nevertheless will serve as a foundation for a uniform mode of procedure. These articles are to be presented to the builders' association at their next meeting for adoption, and it is presumed that they will be accepted.

You will note that laborers are employed for 9 hours a day at 50 cents an hour straight time. Under our contract we are compelled to pay time and one-half for all hours worked over 8 hours. In view of the fact that I was instrumental in bringing about radical changes in the number of hours men are to be employed I would ask that we be allowed to work all laborers for 9 hours on straight time if desired. Conditions here have been very bad, and this is the first attempt that has been made to get the contractors together. I realize that it is the policy of the Housing Corporation to work only 8 hours, but I feel it would be impossible at this time to bring about any further reduction in working hours than that set forth in this agreement. I shall endeavor to bring the laborers to a 44-hour week shortly, but wish permission to work according to these rules for the time being.

A committee on cooperative labor was organized to cover the Philadelphia district. This committee consisted of representatives of all the Government departments doing work in that vicinity and of the more important private contractors. In an understanding arrived at by this committee the classification of labor was provided for in the following agreement:

In order to avoid various classifications of labor but two classes have been established, common and skilled. All labor shall be classed as common labor except a few men who are more skilled than others who would ordinarily be called handy men, straw bosses, pushers, bottom men, etc. The contractor is to receive the approval of the Government representative before advancing the rate above 45 cents for unskilled labor. In some instances a higher rate than 50 cents may be paid, if approved.

The schedule agreed upon was regarded as a maximum rate and contractors paying a lower rate were to continue to do so as long as possible.

At Washington, D. C., in October, 1918, a conference between representatives of the War Department, Navy Department, the War Industries Board, the War Labor Policies Board, United States Housing Corporation, and Emergency Fleet Corporation resulted in an agreement which provided that on all Government-controlled projects in Washington and vicinity there should be:

1. No Sunday work except possibly on hospital projects; effective immediately.
2. No overtime above a 10-hour day except for hospital projects; effective Monday, October 21.
3. All projects to work on Saturday afternoons with payment of time and one-half and double time, according to the wage scale of the district.
4. Advertising for labor by the various projects to be under the supervision and according to a plan to be worked out by the United States Employment Service.

Between the Division of Housing of the Emergency Fleet Corporation and the United States Housing Corporation a mutual understanding was arrived at, through the Industrial Relations Division, covering labor conditions on all projects of these two Government agencies whenever they were in the same locality or sufficiently close to each other to necessitate cooperation. This agreement was in substance to the effect that the same rate of wages, hours of work, and general working conditions should prevail on these projects and that neither corporation was to make any important changes in these conditions without consultation with the other. The Housing Corporation works superintendents were instructed that if the Emergency Fleet Corporation had already begun housing work in a locality in which the Housing Corporation was about to start a project, they were to secure the scale of wages and the working hours in effect on the Fleet project and make them effective on the Housing Corporation project. These instructions went even further and covered all labor matters of whatever character that were of mutual interest. This cooperation assisted materially in reducing the number of labor difficulties on many of the projects, numerous as were those that did occur. Such cooperation was particularly effective at Bath, Me.; New London, Conn.; Newport, R. I.; Philadelphia, Pa.; Washington, D. C.; Norfolk and Portsmouth, Va.; Alliance and Lorain, Ohio; Aberdeen and Sparrows Point, Md.

Close cooperation similar to that with the Emergency Fleet Corporation was established by the Industrial Relations Division with all the Government departments engaged in somewhat similar work. Whenever it was found necessary, because of exceptional conditions, to make some change in the wage rates or hours of work or other working conditions on a housing project, instructions to the works superintendent were always accompanied by the statement that in making effective any such changes he must protect the other Government departments operating in his vicinity and that he must not make the change effective until such departments were protected. This was true of the Army hospital at Oswego, N. Y., near the housing project at Watertown; of the Army proving ground at Aberdeen, Md., where the corporation had a housing project; at Rock Island, Ill.; at Moline and East Moline, Ill.; at Davenport, Iowa; New London, Conn.; Bath, Me.; and so on.

In making effective agreed-upon changes in wage rates at Aberdeen, Md., in January, 1919, the works superintendent was instructed to "confer with the representative of the Army proving ground with a view of preventing these rates disadvantageously affecting the Army projects there." Instructions to the works superintendents on the Moline and

Rock Island, Ill., projects, said: "Do not permit differences in common labor rate and hours and rates to teams to affect Rock Island Arsenal project. Refuse to employ their men. Confer with representative of Army at arsenal and settle amicably the matters in dispute. If your higher rates have taken any teams from the arsenal return them at once."

The reply to the above was: "Would state that I have had conference with Army representative at the Rock Island Arsenal and arranged to furnish him with teams and common labor. We have employed no common labor from the Rock Island Arsenal and in no case will we permit them to suffer for want of laborers and teams. Regarding carpenters who have lately been employed on the arsenal, would state that upon investigation I found one man was inadvertently on our pay roll and he was immediately discharged. There were no others on our pay roll from the arsenal project. Several applicants at this project for work were told that they could not be employed without a written release from the arsenal."

Not only did the Industrial Relations Division endeavor to conduct the Housing Corporation's labor policy so as to cause as little injury as possible to the war projects of other Government departments but it also felt itself obligated to play fair as between the conflicting interests of employers and employees engaged in the building industry. To this end it adopted the policy of not being the first to increase rates but made it known quite plainly that if necessary to protect its labor supply it would meet any rate offered by any competing contractors or projects. It accepted as the prevailing wage whatever rate was agreed upon through the joint bargaining machinery of the employers' associations and the labor unions in each particular locality of its projects and any increases or decreases in rates agreed upon in a similar manner. But the corporation would not consent to be a party to these negotiations.

In the course of the war wage rates for most building occupations advanced beyond those stated in the trade agreements and the corporation also paid these higher rates. Following the armistice attempts at different times and in different localities were made by the employers to reduce wages to the rates in the joint agreements. The division refused to accede to pressure from employers to restore these lower rates. It declined with equally good reasons to grant any increases in rates demanded by the unions and which the employers opposed. In brief, the division endeavored to pursue a policy that would prevent the corporation from becoming involved in the wage disputes of employers and employees. This was not always an easy task. Quite frequently, especially in April and May of 1919, a number of the housing projects were tied up by strikes of employees in the building trades while negotiating a new wage basis with their employers. In all such instances the division endeavored to have the mechanics continue work

on the houses on the understanding that the corporation would pay retroactively whatever rates were finally agreed upon between the employers' associations and the labor unions. In a number of cases this was agreed to by the workers on housing projects and construction on these was not interrupted.

PRACTICES OF CONTRACTORS UNDER COMPETITION.

While these makeshift agreements entered into between the various Government departments engaged in construction and production in the absence of any comprehensive plan of control, were better than no agreements, there were innumerable instances where they could not and did not operate satisfactorily. Many contractors could not be controlled through these agreements and under the fierce competition for labor that prevailed prior to the signing of the armistice by Germany, it was not surprising to find contractors resorting to all kinds of practices and devices and subterfuges in securing and retaining workers necessary to carrying on their projects.

To state that this competition for labor ran riot throughout the entire country and in every locality is not putting the situation too strongly. There was the bitterest kind of competition from private or non-essential enterprises, which offered unusually large wages and other inducements. Such competition confronted the Housing Corporation on practically every one of its projects.

For illustration, a contracting firm engaged on private work at Niles, Ohio, in October, 1918, was offering as high a rate as 62 cents an hour for common labor in contrast with the prevailing rate of 50 cents an hour. Naturally the corporation contractor could not compete with such a rate, and he appealed to the Industrial Relations Division to find a solution to his predicament. The way out happened in this instance to be in an appeal to the officials of the United States Employment Service, in which a request was made that they enforce the prevailing rate upon this private contractor. While it is doubtful if the Employment Service possessed this authority, the attempt to exercise it in this case proved successful and the contractor was induced to discontinue the higher rate.

In another case the contractor of the housing project had also the contract for a private nonessential building in the same city. He advertised in the newspapers that he would pay \$6.75 a day to carpenters working an 8-hour day on this private contract. The rate for carpenters on the housing project was 75 cents an hour for 8 hours' work, or a total day's wage of only \$6. With the demand for carpenters in that vicinity beyond all possibility of being supplied, the housing project was not likely to secure these workers at the lower rate. This contractor was induced to withdraw his advertisement.

This problem of controlling the wages paid the various occupations on housing projects presented

numerous difficulties. These difficulties manifested themselves in various ways from the rigid and arbitrary rulings of labor unions to the human limitations of different works superintendents and contractors. Notwithstanding instructions issued by the Industrial Relations Division to every contractor and works superintendent to the effect that wage changes were not to be made without first being brought to the attention of the division, there were occasional "slips" in the working out of this policy.

For illustration, on the housing project at Alliance, Ohio, the painting contractor had a request made upon him by the local painters' and paper hangers' union for an increase in their rate from 60 cents to 67½ cents an hour. Without bringing this request to the attention of the division the contractor granted the increase. When it came to receiving payment on his contract, this increase in the rate was discovered. Then the contractor requested that the approval of the division be given to this rate increase. He was informed that such a procedure was irregular and he had pointed out to him again the policy of the division as to wage changes. It was explained to him that in order to secure approval he must substantiate the higher rate by conclusive proof that it was the rate being paid in that vicinity by a majority of employers of painters and paper hangers. The contractor was not authorized, the instructions stated, to make any increase in wages merely because the labor union had passed a resolution to that effect.

Another instance is that of a subcontractor on the Washington Plaza project. The Bureau of Yards and Docks of the Navy Department complained to the Industrial Relations Division that the Plaza project was paying hod carriers 60 cents an hour while the prevailing rate was 50 cents. An investigation disclosed the fact that the subcontractor, who was within two weeks of completing his job, had raised the rate to 60 cents an hour because his hod carriers had threatened to strike unless they were given the increase. It is needless to say that the prevailing rate was restored.

Another phase of competitive wage conditions were the numerous subterfuges resorted to by contractors to secure a supply of common labor. Probably the most frequent was the practice of taking ordinary common labor and classifying it as semi-skilled, or "helpers," or apprentices in order to permit a higher rate being paid. One consequence of this was that within a very short time after the declaration of war against Germany the best of the common labor throughout the country had become classified as semi-skilled and was receiving higher than common labor rates.

On one housing project the rate for common labor was 40 cents an hour. The contractor, in order to secure more men, classified them as "helpers" to members of other crafts, such as bricklayers' helpers, carpenters' helpers, and then paid to them the semi-skilled rate of 50 cents an hour. The result was that common laborers working side by side doing practi-

cally the same kind of work were being paid different rates, some the 40-cent and others the 50-cent rate. This subterfuge enabled the contractor practically to increase the wages on common labor without making a record of the fact. Dissatisfaction from the lower paid workers followed; also complaints followed from other Government departments whenever the practice was discovered.

Occasionally contractors resorted to the use of masons' helpers, semi-skilled workers receiving a higher wage rate than laborers, to do common labor work. This disturbed the local labor situation and affected disadvantageously all other near-by projects. In one such instance on a housing project the works superintendent was instructed to the effect that while such a practice might be necessary at times it should be engaged in only in cases of emergency and then only for as short a time as possible.

As to the determination of cases of emergency, this necessarily had to be left to the works superintendent and contractor at the project. Emergencies were likely to occur unexpectedly, such as, for instance, the arrival of material and the necessity of immediate unloading of railroad cars to escape demurrage charges. Or it might be necessary to distribute material, or spread, fill or have mortar mixers start work an hour earlier than the bricklayers. Usually an emergency required overtime work with overtime pay. In brief, such were the conditions that regularity and uniformity in terms of employment could not always be rigidly maintained and this situation also permitted practices and subterfuges which contractors were not slow in taking advantage of.

The chaotic conditions in respect to wages and hours of work and other terms of employment were further complicated by "irregularities" in the payment of bonuses to "key" men—workers holding a strategic position in determining the progress of the entire project. In some cases these key men were the bricklayers, in others, the carpenters; then again they might be plumbers or steam fitters or electricians or painters, depending upon the arrival of various stages in the progress of house construction. These "irregularities" covered a wide field but were usually expressed in a special bonus over the daily wage for continuing at work. In some instances this amounted to as high as \$3 a day extra pay.

In cases where the project was some distance from the home of the worker, the latter was allowed one or two or three hours' travel time; that is, he was paid the regular rate per hour for the time spent in going to and returning from work. On one project at the same time sheet-metal workers received two hours' travel-time pay and bricklayers \$1 travel time,

which latter was also paid lathers and plasterers. The explanation given for this was that it was necessary in order to meet competition from the near-by housing project of the Emergency Fleet Corporation. No such bonus was being paid to carpenters on the project, but knowledge of the practice at least could not be kept from them, and upon learning that these "extras" were being paid to other skilled trades the carpenters also demanded similar treatment.

Primarily, in order to eliminate such "irregularities" the Industrial Relations Division undertook an experiment in the establishing of greater uniformity in rates for mechanics in a number of the different occupations engaged on the Aberdeen, Md., housing project. Adopting the policy of expediency with the object of securing early completion of the houses, the line of least resistance had been followed by establishing on this project the schedule of rates made effective by the War Department on its proving grounds in that section. These rates were conspicuous for their lack of uniformity. Carpenters, painters, timber men, pipe layers, and sheet-metal workers on the housing project were each receiving a rate of 70 cents an hour; electricians, plumbers, cement finishers, plasterers, lathers, and slaters were being paid 75 cents an hour. In addition to this 75-cent rate, plasterers and lathers on the housing project were receiving \$1 a day as "travel time." To sheet-metal workers, in addition to their rate of 70 cents, were allowed two hours' "travel time," and carfare to and from Baltimore, the latter amounting to 47 cents a day. Bricklayers were being paid 87½ cents an hour. The entire situation came up for review before the Industrial Relations Division in January, 1919.

The first point decided upon was the elimination of all concessions such as "travel time." There was no disputing the fact that it required from two to three hours each day for the workers living in Baltimore to arrive at the project in the morning before the working hour started and to reach their homes at night after quitting time. It was readily conceded that all such employees should be compensated in addition to their hourly wage, but only to the extent of the cost of this transportation. This amounted to 47 cents for the round trip, and this sum was added to the daily compensation of all employees, whether laborers or members of the skilled trades, who lived in Baltimore. It was also decided to try the experiment of paying a uniform rate to all mechanics engaged on the Aberdeen project (with the exception of bricklayers, who were then receiving the highest rate, that of 87½ cents an hour, which rate was to be maintained for that trade). With this object in view the rate of 80 cents an hour was established for all other mechanics. This did not mean a uniform increase to all trades. For instance, the increase to carpenters and painters amounted to 10 cents an hour; to lathers, plasterers, electricians, slaters, and plumbers to 5 cents an hour. There was no increase to sheet-metal workers, as they were already receiving the 80-cent rate. This transportation expense was not allowed to any mechanics living near the project or who were occupying the bunk houses and eating at the commissary provided on the project, and all "travel" time to these employees living on or near the project was at the same time discontinued.

This plan proved quite satisfactory. Over a period of several months to the completion of the project a condition of progress and quiet existed as regards demands from the

workers that hitherto had been unknown on this operation, replacing a condition of continual unrest and discontent which had previously prevailed. This latter had been principally caused by the sheet-metal workers, who, with the carpenters, were practically the only union workers then being employed on the Aberdeen project. The demands of the metal workers had become such as to influence the contractor to desire to substitute nonunion men in this occupation, and as these mechanics were not satisfied with the proposed greater uniformity in the wage schedule, they were allowed to discontinue their connection with the project. This left the carpenters as the only union employees on this project, and they did not raise objection to working with the nonunion mechanics in the other trades. This was an unusual situation, for the larger number of projects of the Housing Corporation were distinctly union labor operations.

A little different phase of the problem of the transportation of workers to and from housing projects was presented by the employment of hod carriers at Bremerton, in the State of Washington, who lived in Seattle. The rules of the Seattle union establishing a rate of \$7 a day also required that for work outside the city limits there should be an additional daily compensation of 50 cents. When the project first employed hod carriers the \$7 rate only was paid to which the Seattle local labor union objected, and it followed this action by withdrawing its members from the project. The hod carriers consented to return to work on condition that the question of the additional compensation of 50 cents a day would be submitted to the Industrial Relations Division and that whatever decision it rendered should be retroactive. At the time no such premium or bonus, or whatever it might be called, was being paid to any of the other Seattle workers employed on the Bremerton project, and apprehension was expressed by the works superintendent that if the demand of the hod carriers was granted it might involve similar concessions to all other workers on the project living in Seattle. The fact was, however, that the going to and from the Bremerton project of workers living in Seattle involved an expense which the division did not feel it was fair should be borne by the employee and it decided that the union requirement of 50 cents a day extra should be paid these hod carriers.

This question of the cost of transportation of workers to and from housing projects, on the face of it a simple matter, was not without its complexities. The problem was presented in every conceivable phase. First, there was the worker who lived just far enough away from the project to justify raising a claim for car fare to and from his work. In cases this claim was granted and in other cases refused, depending upon the factors involved in any particular local situation. Then there was the case where workers came to the project daily from a distant city, sometimes as far as 50 or 60 miles. The greatest number of workers engaged on the housing project at Aberdeen, Md., were transported daily by train from and to Baltimore. In such cases the cost of transportation both ways was usually met by the Housing Corporation. Sometimes this involved arranging with the railroad to run a special work train to and from the project; in other cases extra cars were provided on

regular trains, and then again the workers came as ordinary passengers. On the Mare Island, Calif., housing project as many as 2,000 workers were transported daily from San Francisco.

During the greater part of the time the Housing Corporation was engaged in the construction of houses prior to the signing of the armistice by Germany large numbers of men were being transported by it, sometimes for long distances—in cases, from points as far west as Nevada and Arizona to points as far east as Norfolk, Va., and from points as far south and southwest as the lower section of Texas to points as far north and northeast as Norfolk, Va.

At first the corporation operated on the principle that it would meet this cost of transportation from any point distant from the project provided the employee remained at work for at least 30 days. If he quit voluntarily within the 30 days or was dismissed for just cause he was not compensated for his transportation. In some cases the employee paid his railroad fare, secured a receipt from the railroad company, and was reimbursed by the contractor at the end of the 30 days. In other cases, usually where large numbers were transported at one time from a common point, the corporation would pay the fare to the railroad in advance and thus assumed the risk in that the men might fail to remain on the project for as much as 30 days.

Naturally a large number of cases involving the cost of transportation came before the Industrial Relations Division, the facts varying in detail to such an extent as to require an interpretation of their application to the principle.

One such case arose on the Alliance, Ohio, project. It was that of a bricklayer who had been transported from Cincinnati on the understanding that he would have a refund of railroad fare if he continued on the work 30 days. At the end of 21 days he was discharged for incompetency. Through his local labor union he insisted upon a refund of his transportation. The union supported his claim, stating that he was an excellent mechanic. This was admitted as a fact by the works superintendent. The union threatened that unless this transportation was paid they would "force the superintendent in charge of the bricklayers back on the wall." The ruling of the division in this case was a restatement of its policy as to reimbursing mechanics for their traveling expenses to any project provided the mechanic remained at work 30 days. The decision continued:

At this distance from the project we can not very well clearly see how "an excellent mechanic" could have been discharged because of "incompetency," and therefore we are unable to pass upon this specific case. The matter is left to the

Judgment of the works superintendent for proper decision. The Housing Corporation desires in all cases to treat employees fairly, even to the point of stretching its decision, but at the same time it will not permit itself to be imposed upon by any unjust demand of a labor union, and especially so when there is a threat to interfere with the progress of our housing work.

Special conditions sometimes caused variation from the general rule of requiring at least 30 days' work before transportation to the project was refunded. Shortly before the signing of the armistice the corporation was transporting large numbers of men from Kansas, Nebraska, and other western points and from Texas and other southwestern points. At that time there was no indication of an early termination of the war, but all the signs of the times pointed to the work for these men continuing for quite a long while under the then prevailing overtime conditions.

When the armistice was signed the corporation had in course of transportation quite a number of men. Immediately the corporation, along with other Government departments, eliminated overtime work and, of course, overtime payments, which action quite seriously affected the daily and weekly earnings prevalent before the armistice. This naturally resulted in dissatisfaction and discontent on the part of many of the men who had left their homes to engage in war work in a distant city where they were subjected to greater expense than if they had stayed at work in their home town.

A general ruling was made to the effect that all employees on housing projects who had been brought there under promises of pre-armistice conditions and were not satisfied with the changed terms of employment would have return transportation to their homes furnished by the corporation.

Up to this time the question of return transportation had not been raised, but as some of the housing projects were discontinued and others being completed following the armistice this matter came up for decision. The corporation took the position in general that the employee himself should meet the cost of return transportation. In exceptional cases and those of special emergencies, however, the corporation agreed beforehand in some instances to pay the transportation of the men both ways.

Such an agreement was entered into in the case of plumbers and steam fitters brought from Newark, N. J., and other cities to Washington, D. C., to work on the Plaza dormitories opposite the Union Station which were being erected for clerks engaged on war work in various Government departments and bureaus. At that time progress in construction had reached such a stage that unless plumbers and steam fitters were secured immediately the entire project would be left in a critical condition. To secure these mechanics it was neces-

sary to offer to pay their transportation both ways. Among these steam fitters were seven from Newark. When the time arrived for discontinuing their services these seven applied for return transportation. They were accompanied to the Union Station by a representative of the Industrial Relations Division and there presented with railroad tickets good for transportation to Newark. The mechanics protested vigorously against being supplied with transportation in this form and demanded that they be paid the amount in cash. They were told that this was never done but that return transportation was always supplied by the corporation in the form of tickets; that if they declined to accept the tickets it would be necessary for them to pay their own transportation. It developed that one of these seven steam fitters the previous Sunday had gone to Camp Humphreys, where he had secured employment for all of them at the Army cantonment and they were actually on their way to go to work there and not to their homes in Newark. They had already shipped their tools to Baltimore, intending to go from there to Camp Humphreys. Tickets to Newark would not answer their purpose, but the amount of the fare in cash would come in handy. As the tickets did not permit stop-over privileges in Baltimore, they were compelled to pay their fare to that city in order to secure their tools. But this was a very exceptional instance. In most cases where return transportation was supplied by the corporation the mechanics made use of it to return to their home cities.

One important case involving the question of return transportation was that of plasterers taken from Chicago to the housing projects at Rock Island, Moline, and East Moline, all in Illinois, and at Davenport, Iowa. The question originated through the dismissal of one of the Chicago plasterers in January, 1919. Upon dismissal he demanded return transportation, stating that it had been promised to him when he was employed. It was refused by the contractor. The dispute was referred to the Industrial Relations Division, which ruled that under the interpretation of the United States Employment Service and the policy of the corporation, transportation meant to the project only and did not involve return transportation. This decision was communicated to the other plasterers, who held a meeting and formally requested of the contractor that they be guaranteed return transportation upon completion of the project. The contractor referred the request to the division, which restated its former decision.

In the meantime the question had been raised on a number of other housing projects and the following ruling announced by the Industrial Relations Division:

"Return transportation is not to be paid to employees of the Housing Corporation projects whose employment extends beyond a period of 30 days. This ruling must be made uniform throughout the country notwithstanding that the practice among employees in some sections has been to the contrary and notwithstanding that some unions in their constitutions claim return transportation. The decision of this division is based upon what is regarded as fair rather than upon what is expedient."

Because of this ruling 68 plasterers were ordered off the Moline and 18 off the East Moline projects by their union officials. The men claimed that they had been promised transportation and this to them meant transportation both ways; that is, to and from the project. In substantiation of this interpretation they cited a section of their constitution, which stated that "any member of a local of the Operative Plaster-

ers' and Cement Finishers' International Association who is hired for a job outside the jurisdiction of his local shall receive from his employer his transportation for both ways; if any delays occur on the job for which he is not responsible he shall have the right, if he sees fit, to demand his return fare."

The contractor's view of the case was that he notified the bureau of the United States Employment Service that he needed plasterers and would pay transportation. He had received from the Federal director of the Employment Service in Illinois a statement to the effect that a guarantee of transportation ordinarily means transportation to the jobs only. The contractor took the position that the plasterers should not be supplied with return transportation to Chicago. He argued that if return transportation was paid to plasterers it would mean that later the lathers, plumbers, carpenters, in fact, all the men who had been shipped in, would demand the same. "Therefore," he said, "the corporation should be mighty careful in establishing this precedent." In fact, before a decision had been given in the case of the plasterers' demand for return transportation similar demands were submitted by the electricians, carpenters, lathers, painters, and plumbers. The contractor thought the ruling of the Industrial Relations Division should be sustained and continued.

The plasterers on the housing projects held a meeting and requested a conference with the contractors and works superintendents. This was granted, and in this conference all parties agreed to submit the matter to the international officers of the plasterers' union and the Industrial Relations Division of the Housing Corporation. It was mutually agreed that all parties in interest would abide by the decision and in the meantime the plasterers were to return to work.

In the conference that followed with the officials of the Plasterers' International Union and the Industrial Relations Division the former ruling of the division was restated and the decision continued to the effect that the Housing Corporation could not pay return transportation.

Owing to the fact that many of the housing projects were in out-of-the way places and usually a considerable distance from the homes of the workers, it was necessary for the corporation not only to make arrangements for and to meet the cost of transportation of workers to and from the projects, but it also became necessary to make special provisions as to the time of beginning and quitting work each day.

Varying conditions confronting different housing projects presented separate problems for solution as to the securing and retention of an adequate labor supply and this naturally did not always permit of the enforcement of uniform rules and regulations or even of a consistently uniform policy. This is illustrated in the matter of board and lodging to workers brought from distant points to housing projects.

In whatever form the problem of board and lodging presented itself there were vexations and complications. This was true, first, in the physical sense of supplying these accommodations, because it was the very lack of housing that accounted for the presence of the corporation in any particular locality. Tents

were in cases made use of to provide shelter temporarily for the first workers. There were instances where the employees constructing the houses saturated the already crowded homes of the town. In places hotels were taken over complete and operated by the corporation for the benefit of its employees. Work on some of the houses was speeded up and the employees accommodated in these while constructing the rest of the project. But in the majority of cases the corporation erected among the first of its buildings temporary structures, some of which were used as a commissary in which to feed the men and others as bunk houses or dormitories in which they slept.

The provision of board and lodging had other complications. An illustration of one phase was presented on the housing project at Indianhead, Md. This was an out-of-the-way sort of place about 30 miles down the Potomac River from Washington and accessible only by boat or roadway. It was a proving ground for the Navy. It was a dreary, desolate, and wholly unattractive place for anyone to work. There were limited accommodations in the place for eating and sleeping even at their best, and there were practically no attractions of any kind for workingmen when not engaged in their usual occupations. It was a place that could offer no special inducements for a workingman to go there to work. There existed no local labor supply upon which the Housing Corporation could draw, and consequently all the labor it required had to be brought in from outside points. As far as wages and hours of work were concerned, the labor unions in Washington, D. C., claimed jurisdiction and established the same terms as prevailed in Washington. Other things being equal, a worker who had the choice as between Indianhead and Washington would not go to Indianhead to work. In order to induce workers to go there better conditions had to be offered than could be secured in the National Capital. Men taken there from Washington and Baltimore and even from Kansas and Texas would not stay longer than a few days or at most a few weeks. But the houses had to be built—the employees of the largely extended Navy proving grounds needed them badly. Recourse was had to the policy of expediency.

Among the inducements to attract labor to Indianhead was the offer of reduced board and lodging. The corporation constructed bunk houses for the men to sleep in and a commissary in which to feed them. The cost was estimated to be about \$7 a week for each man, and these accommodations were offered to some of the workers at a reduction of \$3—that is, at a cost of \$4 a week. Some of the labor unions, such as that of plumbers and steam fitters, required by their rules that the contractor supply board and lodging free to members brought from a distant city, and for a time this rule of the union was complied with.

In consequence of this free and reduced board and lodging by the corporation, one of the contractors of the Navy Department engaged in construction work at Indianhead complained that he was unable to secure workers because he was prohibited by the department from offering similar inducements. He also claimed that the board and lodging concession attracted from him even those men he could secure. Instructions were given the housing works superintendent not to permit the inducement to affect disadvantageously the operations of other Government contractors in that locality.

In a report on the subject the works superintendent denied the contentions of the contractor for the Navy as to the board and lodging concessions drawing away his men. In carrying out his instructions the works superintendent inquired of those applying for work on the housing project if they had been employed in that vicinity by any Government contractors and in this way earnest effort was made to protect the other contractors. If it was learned that any applicant for employment had previously been employed in the locality by another Government contractor, it was required of him, before he was given employment, to secure a written permit from his former employers. Later it was ruled that under no circumstances would any former employee of a near-by contractor be given work on the housing project. In concluding his report the works superintendent said:

"Indianhead, I think, is one of the hardest, if not the hardest, point in the United States, to secure labor, due to its isolated location. We are trying in every way possible to make our men comfortable, so that they will stay with us; we are housing them in very good shape, giving them comfortable beds to sleep in and the best plain food that the market affords."

Notwithstanding these safeguards to other contractors, the operation of the board and lodging inducement proved unsatisfactory on the Indianhead project and it was finally withdrawn by the corporation upon insistence from the Navy. It was unsatisfactory in that its operation was unfair, the policy of expediency resulting in some of the employees being required to pay the full amount of \$7 a week while other workers received board and lodging free or at a reduced price. In brief, it operated as a bonus which caused dissatisfaction among those trades not receiving it.

HOUSING PROJECTS AND THE LABOR SUPPLY.

The securing for the Housing Corporation for its projects in all parts of the country of a sufficient supply of all kinds of labor engaged in the building of houses was one problem of the Industrial Relations Division; retaining this labor on the projects after it had been secured was an entirely different problem for the division and one which had to be met with different methods. The two problems, it is true, dovetailed into each other and the methods and organization machinery employed to control and direct one set of economic forces also assisted in working out the others.

Before discussing some of the methods adopted to retain workers on the houses until the projects were completed, it is important to give brief attention to some of the adverse factors operating to deplete the labor supply on the housing projects. These factors were constant and powerful in their operation and it was imperative that their adverse effects be eliminated or at least minimized if there was to be rapid progress in construction.

One factor in particular that quite frequently interfered with the maintenance of a normal supply of labor on housing projects was the uncertainty in the delivery of materials. One day there would not be a

single carload of material to unload for the project and the very next day as many as 50 or more cars would have to be unloaded immediately or else incur demurrage charges; and if not unloaded within a reasonable time would be removed with their contents by the railroad company. On one day 56 cars of tiles, lumber, and other supplies arrived at one project. Not all of these could be unloaded within the time limit specified by the railroad company and it was certain that a number of them would incur demurrage charges. At the same time there were 60 additional cars en route.

To avoid a large bill for demurrage it was frequently found necessary not only to take common labor from other parts of the operation where it was urgently needed, but also at times to put skilled mechanics at work unloading cars. Of course, these mechanics, although performing the work of common laborers, had to be paid the higher rate per hour of the skilled trades. Even highly-paid carpenters and bricklayers not infrequently were employed in unloading material from railway cars. While this might be considered at first glance uneconomical it usually resulted in economy, for a period of time the common labor being so scarce and so poor in quality when it was secured that it was little better than no labor at all. While the higher rate was paid skilled craftsmen for performing common labor, they did it so much better that the total cost was on occasions actually less than if only common laborers had been employed at the task.

But it was the irregularity and uncertainty in delivery rather than the spasmodic delivery of too much material to housing projects that was a serious factor affecting the retention of labor. The situation confronting the railroads of the country was such that dependence could not be placed upon the regular delivery of material. When there was not sufficient material to work with the men had to be let off and this resulted in dissatisfaction over the loss in wages, as they were not compensated for the time they did not work. When a large amount of material would arrive unexpectedly, contractors would begin demanding large numbers of workers who might be employed for only a short time.

Another factor affecting adversely the retention of an adequate labor supply on housing projects was the fall and winter weather conditions. This is particularly true of projects in the northern and northeastern sections of the country. House building is distinctly a spring and summer activity, which accounts for the fact that comparatively little construction work of this kind is ordinarily started in the fall. But the Housing Corporation had no choice as to the most

favorable time of year in which to begin its operations; it began work immediately following its organization and the securing of its appropriation from Congress, and this was late in the summer; in fact, the fall months had arrived before all its projects had been started. Thus the corporation began its work of building houses just at the time of the year when ordinarily such work is being brought to a close.

Fortunately for one thing the winter of 1918-19 was very much milder than that of 1917-18. It brought with it enough bad weather, nevertheless, to interfere seriously at times with the progress of a number of the projects. The most damaging of its effects was possibly in the direction of preventing an adequate labor supply being secured. Such reports as the following from works superintendents were quite common.

"Owing to rain there was very little activity on this operation to-day in any line of work."

"The weather to-day is stormy and many laborers have not checked in."

"We have had a lot of rain in these last two days, which accounts for our shortage of labor. On account of the rainy days we are afraid that quite a number of our laborers will leave us."

"On October 25 and 26 work was suspended here on account of heavy rain. It rained on the morning of the 27th. On the afternoon of the 28th and 29th work was again interrupted by rain, and on the 30th and 31st it rained all day. Rain also interfered with work on the afternoon of November 1. You can readily appreciate that most of our laborers, skilled and unskilled, were pretty well disgusted and anxious to quit the job. Quite a number of them did quit. In order to restore the falling morale of the crew we gave out information on October 31 that we would work them on Sunday, November 3. This seemed to please the men and I am sure was the cause of a number of them remaining on the project."

A report from one of the traveling supervisors said:

"I arrived here Monday. To-day is Saturday. In all these five days there has been but one clear, sunny day. Most of the other days it either rained or snowed part of the time, and you can appreciate what this means in loss of time, especially to carpenters doing rough carpenter work."

Such were the adverse weather conditions on some projects that it was deemed best not to attempt to keep a full supply of men but to add only a sufficient number to meet the turnover. The dissatisfaction among a force arriving in inclement weather would likely affect seriously the other workers, as they were not compensated for time lost from work by unfavorable weather conditions. Heavy snowstorms for several days would frequently play havoc with the labor force on housing projects.

It was found necessary for the Industrial Relations Division in a few cases to give special attention to retain laborers on particular projects that were affected by adverse weather conditions. The purpose was to prevent the growth of too great discontent resulting through idleness when the snowstorms prevailed. At such times the commissary and bunk

houses were crowded with idle and dissatisfied employees and for their entertainment special arrangements were made. These provided for a moving-picture machine with a movable asbestos booth for the machine and a movable platform; a supply of reels to be delivered regularly; a second-hand piano; and regular delivery of newspapers and magazines and other reading matter to the bunk houses and warming rooms. In addition, the services of a physical director and a singer were secured and occasional visits of groups of entertainers from a near-by large city arranged for. These entertainments were so devised that the employees themselves working on the housing project were drawn in for more or less activity in the program.

The adverse weather conditions affected the progress of house construction in still another direction, for it is an "outside" operation as distinct from work "inside" a factory or plant, in which latter the workers were protected from the cold and rain and snow by the buildings' inclosure and by heating facilities. Other factors being equal, such as wages, hours of work, and the like, workers preferred to secure employment on "inside" work. This was true even where the rate of wages was slightly higher on housing projects than in near-by factories, because even with a lower wage rate per hour the "inside" employee would likely earn more money at the end of a week in that he lost much less time from work because of bad weather.

This disadvantage of housing projects in competition for labor with local industries had to be overcome or at least met by the offer of some counteracting advantage of employment. In instances where local employers patriotically promised to aid the corporation by "loaning" some of their common laborers, it was suggested that time lost by these men from work on housing projects by bad weather would be compensated by their regular employers either in wages or in providing work in the plants on such days. Another suggestion was that in case the above proved impractical a fund should be collected by a committee from all local employers with which to meet the situation.

Another important aspect of the winter weather conditions was their effect upon the 10-hour day in force on housing projects prior to the signing of the armistice. During that period of the year there was not a sufficient number of daylight hours to permit full 10 hours of work each day on the "outside" projects, while this length of working time could very easily be secured from employees on "inside" work merely by the use of artificial light. In cases large electric lights were placed throughout

the grounds of a housing project to permit this 10-hour day, but for the greater number of projects this was not practical. Under an 8-hour workday employment began at 8 o'clock and ended at 4:30, with 30 minutes off for lunch at the noon hour. Extending the workday to 10 hours required employment to begin at 7 o'clock and to continue to 5:30. But in the winter months there is not light enough at 7 o'clock to permit mechanics to work efficiently; nor does daylight continue in the afternoon until 5:30. In consequence, on a 10-hour day basis the housing projects were not able to secure a full 10 hours of work.

LABOR PROVISIONS IN CONTRACT.

In order to assure control by the Housing Corporation of general working conditions and terms of employment on housing projects the following provisions were included in the contract with every contractor:

Hours of labor.—Wages of laborers, operatives, and mechanics doing any part of the work contemplated by this contract, in the employ of the contractor, should be computed upon a basic day rate of 8 hours' work, with overtime rates to be paid for at not less than time and one-half for all hours in excess of 8 hours. Compliance by the contractor with the provisions of this article shall be of the essence of the contract.

Adjustment of labor disputes.—In the event that labor disputes shall arise directly affecting the performance of this contract, and causing or likely to cause any delay in making deliveries upon the date or dates specified, the Secretary of Labor may settle or cause to be settled such disputes, and the contractor agrees to accede to and comply with all the terms of such settlement. If the contractor is thereby required to pay labor costs higher than those prevailing in the performance of this contract immediately prior to such settlement, the Secretary of Labor shall direct that a fair and just addition to the estimated cost in Article V¹ shall be made therefor, but if such settlement reduces such labor costs to the contractor a fair and just deduction shall be made from said estimate. No claim for addition shall be made unless the increase was ordered in writing by the Secretary of Labor or his duly authorized representative. Every decision or determination made under this article by the Secretary of Labor or his duly authorized representative shall be final and binding upon the parties hereto. Compliance with the provisions of this article shall be of the essence of this contract. The contractor agrees to accept the jurisdiction and findings of the National War Labor Board on all labor disputes.

Maintenance of labor standards.—All work performed in carrying out this contract shall be done in full compliance with the rules and regulations fixing the conditions of employment, which are hereto annexed and made a part of this contract. A breach of any of these rules or regulations shall constitute a substantial breach of this contract.

These rules and regulations are as follows:

I. SANITARY STANDARDS.

1. The contractor shall from time to time submit to the Secretary of Labor or his representative, if required, or to

the owner, a statement in writing showing the location of all premises where any part of the work to be performed under this contract is proposed to be carried on, and shall likewise submit a statement in writing showing all proposed changes in the location of premises.

2. The Secretary of Labor or his representative and the owner shall be permitted to inspect all such premises and to make reasonable directions with regard thereto and the contractor shall comply with all such directions upon notice thereof.

II. HOURS OF LABOR.

Hours posted.—The hours of labor for every tour shall be posted.

III. WAGES.

Standard wages and conditions.—The contractor agrees to comply with all rules and regulations which may be adopted by the Secretary of Labor and all orders and instructions issued by or pursuant to the direction of the said Secretary of Labor, fixing the wages of mechanics and laborers employed on the contract, including the rate for or limitation of overtime. If during the pendency of this contract a change should be made in the rules and regulations, or orders or instructions shall be issued as aforesaid, whereby the wages are increased above the scale of wages in force at the time of the execution of this contract, the contractor is to be reimbursed to the extent of such increase, where the work is done on a lump-sum basis, or added to the estimated cost where the contract is on a fixed-fee basis. If the labor cost is decreased, the benefit of such decrease shall accrue to owner.

IV. EMPLOYMENT OF LABOR.

The contractor shall comply with all rules and regulations, orders, and instructions adopted by the Secretary of Labor to regulate the methods of securing laborers, mechanics, and workers.

V. STANDARDS FOR EMPLOYMENT OF WOMEN.

1. *State laws and restrictions.*—All work done in carrying out the contract must be performed in full compliance with the laws of the State, Territory, or District of Columbia where such labor is performed.

2. The contractor shall comply with all the rules and regulations and the orders and instructions of the Secretary of Labor.

VI. STANDARDS FOR EMPLOYMENT OF MINORS.

1. *Age.*—No minor under 14 years of age shall be employed at any work under any conditions.

2. *Hours of labor.*—No minor between the age of 14 and 16 years shall be employed more than 8 hours in any one day, more than 6 days in any one week, or before 6 a. m. or after 7 p. m.

VII. EMPLOYMENT OF CONVICT LABOR.

The contractor shall not directly or indirectly employ in the performance of this contract any person undergoing sentence of imprisonment at hard labor which may have been imposed by a court of any State, Territory, or municipality having criminal jurisdiction.

NOTE.—By Article XVII of the contract with the owner these rules and regulations and any changes therein herein-after made are made a part of said contract. A breach of any of these rules and regulations constitutes a breach of such contract.

¹ Contract for general construction work. See Vol. II, p. 521.

F-4-A-62-R

F-5-A-74-R



F-4-A-66-R

F-4-A-64



QUINCY, MASS.

Type F-4-A, Detached House of Two Four-room Flats.

Type F-5-A, Detached House of Two Five-room Flats.

(See Vol. II, p. 331.)

F-5-B



F-5-A-76



QUINCY, MASS.
(Baker Basin Tract.)

Types F-5-A and F-5-B, Detached Houses of Two Five-room Flats.

LABOR CONDITIONS ON HOUSING PROJECTS.

There being no centralized governmental control over wages, hours of work, and general working conditions each contractor's organization and each Government department had become a law unto itself. Each seemed to have conceived as its patriotic duty the performance of the particular task in hand and conditions that appeared to interfere with the accomplishment of its purpose were simply obstacles to be overcome. Such, for instance, was the competition for common labor that the rate rose rapidly within a few months from 25 cents to as high as 60 cents an hour in places. Hours of work each week day increased from 8 to as high as 14. The Saturday afternoon holiday soon became merged into a regular week workday, employment thereon being paid for at time and a half and double for overtime above 4 hours. Sunday work with double pay in many instances was the rule rather than the exception. All these were simply inducements of contractors in order to secure and hold the men. The "stealing" of labor by one department from another department of the Government and by one contractor from another contractor was a common occurrence.

For these and numerous other reasons, the labor turnover was exceedingly high. To retain labor and keep it at work after it had been secured was a big undertaking in itself. To this end the Industrial Relations Division endeavored to establish on Housing Corporation projects conditions that would be conducive to making the employees satisfied and contented. These conditions were in addition to those formally required in the terms of the contract. But before any intelligent action could be taken along this line a thorough investigation of each project and of its environment was necessary. For this purpose a corps of special representatives was organized by the division. A blank schedule of instructions as to the character of the particular information desired was drawn up and the application of these facts to the general principles of the problem involved was formulated.

An illustrative report on this phase of the subject is the following by Prof. James T. Young, of the University of Pennsylvania, who ably served the division as one of its special representatives. It describes the labor conditions at the inception in August, 1918, of project A, navy-yard development, Paradise Creek, Norfolk-Portsmouth, Va.

1. HOURS OF LABOR.

A single day shift is worked on this project on the 8-hour basis with 2 hours of overtime daily, except Saturday afternoon and Sunday. The overtime is paid for at the rate of time and a half. The hours of labor have not been posted but will be.

2. WAGES.

Standard rates of wages in the Hampton Roads district are being observed. These rates are 63½ cents an hour for carpenters and 35 cents for common labor. The United States Employment Service of the district has strongly recommended that the rate for carpenters be immediately advanced to 75 cents. The rates paid cover the cost of living in the district with a good margin. The wages are paid weekly in cash. There is no company or contractor's store.

3. TRANSPORTATION.

Slightly over half of the men employed by the contractors live at the barracks run by the Navy in the vicinity of the project. The street car facilities are inadequate and at times in the morning and evening hours they fall almost completely to accommodate even the small number of men now at the project. The car service is half-hourly, so that a man who can not hang onto the car in the morning may lose considerable time. The contractor is buying two trucks on his own account in an effort to bring men from Portsmouth.

4. THE CONTRACTOR'S PRESENT AND FUTURE NEED OF LABOR.

The contractors had, on Monday afternoon, August 13, only 40 carpenters and 12 laborers. They needed immediately 100 carpenters and 200 laborers additional. These men are required for work on the construction of temporary roads, for clearing, for the erection of barns, stables, teamsters' bunk houses, warehouses, offices, etc. Material is now arriving and incurring demurrage for lack of laborers to unload, stack and handle, and do the preliminary work before construction.

In three to six weeks they will need 600 additional carpenters and 700 more laborers. Their immediate present shortage is critical. It is needless to say that this shortage not only incurs additional expenses but holds up all later phases of the work. A delay of a few days in doing this work means a loss of time for a possible labor force of 1,500 men. This is the "neck of the bottle."

5. ORIGIN AND RACE OF EMPLOYEES.

Most of the present employees are from outside the Hampton Roads district. The carpenters have come chiefly from the West—Iowa and Texas men predominate. They are almost exclusively American, and, as a rule, are capable and energetic. The only colored employees are a few teamsters and two water boys.

6. HOUSING CONDITIONS.

The contractor's employees, as stated, are housed a little over half in the Navy barracks near the project. These barracks consist of five sleeping barracks and a mess hall. There are sleeping accommodations for nearly 600 men at present but a large proportion of these are taken by workers in the navy yard and by over 100 men employed by the contractors who are building four additional barracks.

An inspection of the sleeping halls shows them to be well-nigh model in layout and general arrangement, cleanliness and safety. They are two-story structures with double rows of double, steel frame bunks, with clean bedding, good ventilation, and abundant light. Screens are provided for most, if not all, of the beds, but the men complain of the flies. The plumbing and sanitary arrangements are first class in all respects. Urinals and water-closets are kept in a clean state,

and there are abundant baths and lavatories. Thus far there are no barracks for colored workers. It is understood that such have been contemplated but not fully decided on by the Naval authorities. Such barracks are urgently needed at once if any adequate supply of common labor from colored sources is to be secured. Fire protection in the barracks and mess hall is A-1. There are no accommodations for the families of married men. This fact renders the immediate solution of the transportation question the more urgent in order that married men may reach Portsmouth without the present delays. In Portsmouth the housing accommodations are extremely limited and of low order. A hasty survey of the city shows that most of the small houses were built several years ago and are of an unattractive type but with fair sanitary arrangements. The proportion of frame houses is dangerously high.

7. CHURCHES AND SCHOOLS.

Most of the larger denominations are represented in the Portsmouth churches. The school facilities are adequate for the present population, but not for any material increase.

8. AMUSEMENTS.

Public amusements are limited and entirely unsatisfactory. They consist almost exclusively of a few moving-picture theaters. There is a baseball field in the naval reservation, but no outdoor recreation is available for the housing workers. At the time covered by the inspection the heat was so great that no amusements would have been used if provided. The population spent its time in seeking the shade during the midday interval and in lying in the bunk houses to keep cool in the evening and on Sunday. In their spare time the men go to Portsmouth and Norfolk and hang around the cigar stores, drug stores, or movies. The State is dry, and there seems to be very little bootlegging. The need of some amusement at the camp is plainly apparent.

9. SANITARY AND SAFETY CONDITIONS.

Health conditions on the project are favorable. State laws are observed so far as is possible at this stage of construction, as are also the safety laws. Owing to the drouth, there is now considerable hazard, consisting of dried-up brush, shavings, and wood waste, but smoking is not allowed, and the foremen have received orders to keep the waste cleaned up. The only accidents which seemed probable were those from possible heat stroke. Several of the men were apparently overworking voluntarily. Some slight improvement of the water supply seems desirable. Steps were being taken in this direction on August 12. The table-board provision was excellent. The Navy mess hall at the barracks provides three meals daily for a dollar, the bunk being furnished free. The food is very good and excellently well cooked. A great abundance is furnished, each man being allowed as much as he desires. The mess hall is kept clean, and while very hot, it was, on the whole, satisfactory.

10. WORKMEN'S COMPENSATION.

The contractor states that the State law provides for employers' liability up to January 1 and for workmen's compensation after that date; also that he has taken out full insurance covering the men working on the project.

11. EMPLOYMENT OF WOMEN AND MINORS.

No women are employed on the project, but stenographers will be when the office is completed. The Navy employs sev-

eral colored kitchen maids and cleaners at the mess hall of the barracks.

12. POSSIBLE SOURCES OF LABOR DIFFICULTIES.

Free circulation among the men and conversation with many groups show the chief possible causes of labor difficulty to be car service, lack of ice, and absence of amusements for spare hours at the barracks. During the extreme heat a certain amount of irritation naturally arises without further cause. A wide range of complaints was heard, but nothing of a serious nature. Examples: Heat, flies, inaccessibility, dreary surroundings, lack of water, poor mail service and newspaper delivery. In a few cases, also, a lower wage rate than in other districts.

When it is considered that the men were from remote districts, were away from their homes and families, had possibly come East with high expectations of attractive surroundings, and were all more or less at low ebb because of weather conditions, the above complaints are not to be taken too seriously.

13. RECOMMENDATIONS.

1. *Additional labor.*—(a) The first need is for common laborers to build the four additional Navy barracks to accommodate the men who will be brought in on the housing contract. This barracks work should be awarded priority.

(b) If possible, the New York Federal-State employment director should be urged to allow a special allotment of men, both common labor and carpenters, who are known to be in that State available for the housing contractors here.

(c) A temporary priority for the 300 men—100 carpenters, 200 laborers—immediately required by the contractors for clearing, stables, barns, offices, bunk houses and temporary road construction.

2. *Carpenters' wage increase.*—The United States Employment Service, Hampton Roads district, has recommended an increase of pay for carpenters from 63½ cents to 75 cents. It is recommended that the Housing Corporation indorse this application to facilitate recruiting for the district.

3. *Car service.*—Some immediate steps should be taken to remedy car service between Portsmouth and the project. This is one of the chief, if not the chief, causes of discontent, and is bound to increase in direct proportion to the growth of the labor force. New men arriving at the project immediately comment on its inaccessibility and the discomfort of reaching it. It is recommended that this avoidable cause of discontent be removed, either by assistance to the contractor in providing trucks or by such direct action in requiring and aiding the street car company to furnish additional cars and crews as may be necessary. It is believed that the company can not work out a solution without immediate Government aid. It is also possible that by staggering hours, as has been done at other places, some slight alleviation of the congestion might be secured, but this change will be trifling.

4. *Ice.*—For several days during the hottest weather the camp was without ice. The supply was on hand on the 12th, but there were demands for more. Various committees of the board of trade, War Construction Board, and other bodies are considering the ice problem, and it is believed that an adequate supply will shortly be assured, but some special effort should be put forth by the Navy authorities in charge of the barracks to get a full share for the men at the camp who are working under unusual conditions and privations.

5. *Amusements at barracks.*—The spare hours at the barracks should be filled, at least for those men who wish to

stay around, with some suitable form of amusement. During Sundays, Saturday afternoons, and the evenings the men have nothing to do but complain. Many of them are of an unusually high type for the work which they are doing. The Y. M. C. A. has promised to install a reading and recreation room in the new barracks building now under construction. In the meantime, something should be done to prevent the growth of further discontent and dissatisfaction. It is suggested that the installation of a few phonographs, writing tables, newspapers, and magazines could save considerable labor turnover at negligible expense.

6. *Industrial Relations man on the spot.*—It is understood that the works superintendent has already made some recommendations for the appointment of an Industrial Relations representative to remain permanently on the spot.

The magnitude of the operation in this district and the complete unpreparedness for the problems which are now in sight would seem to lend the strongest support to this proposal.

7. *Barracks for colored employees.*—The proposition originally advanced to erect a special barracks for colored employees should be further pressed and brought to adoption.

8. *Allot definite space in barracks for contractor's men.*—Some definite understanding should be reached with Admiral — as to the number of the housing contractor's men for whom he will reserve accommodations in the barracks at the project. This is necessary to avoid further street car congestion and the loss of the men who are now being recruited. The first comment that a new man makes is on the inaccessibility of the project from Portsmouth and Norfolk. It would therefore seem feasible and advisable to make as full and adequate provision for the needs of the men in the immediate vicinity of the project as possible. This involves securing accommodation for at least 1,500 of the housing contractor's force at the barracks.

9. *Y. M. C. A. work.*—It is further recommended that the Y. M. C. A. be asked to establish some religious work and some regular entertainments in its rooms at the barracks.

These reports of the special representatives, as will be seen, were unusually comprehensive in that they were not confined to conditions on the projects themselves but took account of the larger environmental economic factors at work in the entire community and district. A striking illustration of the broad principles upon which these reports were based is in the case of one housing project located at the capital of one of the States.

The houses were being built for employees of one of the largest plants the Navy Department was erecting for the production of war equipment. It meant the transportation to this city from distant points of several thousand workers to erect these houses. The special representatives' report of health and sanitary conditions in that capital city was so astounding that the division refused to send any workmen at all to this project until these conditions were remedied.

In brief, a small-pox epidemic was prevalent in the town, traceable partly to revolting unsanitary conditions, and in addition a virulent epidemic of typhoid fever had prevailed for months because of the privately owned waterworks system of the city delivering water direct from a contaminated river without filtration or any such preventive methods.

A conference with high Navy officials was arranged for by the Industrial Relations Division. At this conference the report of the special representative was verified and steps immediately proposed and a plan formulated for their execution that was designed to remedy the situation. This plan even contemplated placing the entire area and all the population within a distance of 30 miles under the jurisdiction of the Navy as a sanitary district with broad and enforceable war powers. Such radical action as the condemnation by the Bureau of Industrial Housing of the entire waterworks system and the operation of the same by the corporation was also contemplated. The whole situation was gone into thoroughly. A plan for improving the unsanitary conditions throughout the area was decided upon by the Navy in cooperation with the State health officials. Before the Government took such radical but seemingly necessary action in regard to the water supply situation, it was decided to put the matter squarely before the owners of the waterworks system. The result, in brief, was that these Government departments supported the application of the waterworks corporation before the Capital Issues Committee and funds were secured and immediate plans executed for improving the quality of the water supply of this city.

Recommendations of the special representatives of the division were immediately transmitted to the administrative officials of the corporation and by them, if approved, to the division having the particular matter in charge. Within a reasonable period of time the representative would make a second investigation, primarily to learn if the recommendations that were approved had been carried out and also to report upon any other new conditions that had arisen and which needed attention. In this way the manager of the division was kept in close contact and constant touch with each project.

An illustration of one of these "follow-up" reports is the following:

"This project seems to have been started wrong. The contractor claims there was much delay in obtaining material and that labor was on the job before there was material with which to work. In consequence, very crude bunks were improvised with the material at hand, and these have proven inadequate and unsatisfactory. Because of the temporary nature of the job after the material arrived it did not seem worth while to the contractor to build the second group of temporary barracks for the laborers.

"About 50 men are housed on the second floor over the commissary. The room is filled with smoke and odors of cooking and is very unpleasant. Other men, of the better class, sleep over the office; and there is a separate barracks, covered with tar building paper, which is used by some of the laborers. The Italian laborers have still another small shack; other mechanics, such as steam fitters, are distributed over the project, occupying part of the building in which supplies are kept.

"There is no provision for hot water, and the only means of wash the men have is that of an open pump, which is very uncomfortable this cold weather. Several of the dormitories have had no heat and others have had no light except oil lamps. There has been no welfare work of any kind for the men, no entertainments, and no first aid or medical attention except what is provided by the bag loading plant near by.

The nearest city where amusements may be enjoyed is about one hour's ride by trolley, with fare 18 cents and cars running at hourly intervals. The labor turnover has been tremendous from the beginning.

"Following my suggestions the contractor has placed a man in charge of each dormitory. There is already a marked improvement in the cleanliness of these rooms and the men with whom I talked seemed better pleased. The commissary, at first very poor, has been improved, and the men are becoming more satisfied. A company of soldiers has been in camp on the premises for the past two weeks. These men, acting really as laborers, have cleaned up the operation, piled up the lumber and other materials neatly, filled the fire pails with water, and done general guard and police duty. The effect of their presence has been very helpful.

"While many improvements might be suggested in the handling of labor on this project, since the job is temporary and comparatively small, it scarcely seems worth while spending any money to put them into operation."

On one of the housing projects the special representative reported that the men were protesting both as to the quality and quantity of the meals furnished by the commissary. His report said:

"The commissary is being run for the contractor by a local man who claims to have had some experience and whose aim is to make the commissary self-supporting, disregarding the results so far as the men are concerned. The men buy meal cards at \$5 each and then are served à la carte, with the exception of a table d'hôte luncheon at 25 cents. The result is that they buy unwisely, investing in huge chunks of cake and spending much money with little nourishment or satisfaction. One man told me he had bought two tickets that week and was out by Friday night. It costs the men about \$10 a week for board and \$1 for the dormitory accommodation, which is more than the ordinary laborer should pay. The 45-cent meal is very short, and a man wielding a pick and shovel with not more than the usual enthusiasm pertaining to a Government building job could easily eat two such meals without discomfort (that is, from quantity). The meal I ate caused discomfort from quality.

"Most of the office people united in a petition asking for a change in the commissary. This resulted in a better meal being served to them, but made no change to the common laborer. The meal, however, is not sufficiently attractive to them and all go to the city restaurants. The commissary is providing for less than 25 per cent of those working on the job."

The division recommended that either the management of the commissary be changed or that arrangements be made for providing better meals with larger portions at a rate not to exceed \$1 a day.

WELFARE WORK ON HOUSING PROJECTS.

Differences in the personality of contractors and works superintendents as reflected in their attitude toward their employees and also differences in the methods followed by different contractors and works superintendents explain largely the wide variation in the conditions of employment on housing projects which demanded greater or less attention from the Industrial Relations Division.

The significance of this can perhaps best be indicated by contrasting the following report by Mr. Lynne K. Lewis, one

of the division's special representatives, as to conditions on the housing project at Bath, Me., with the conditions described above.

"The Housing Corporation has in its works superintendent here a very wide-awake and efficient official. No detail, apparently, escapes his notice, and one of his chief concerns is to keep the labor on the job satisfied. He has a splendid personality and the laborers with whom I talked expressed a great confidence in him, and were sure that under his supervision their welfare was safe.

"The contracting firm have a capable organization, the job is well run, material well allocated and the entire project is kept neat and trim. One of their representatives attends to the welfare work, devoting much of his time to the needs of the men, to the commissary, canteens, entertainment provisions, etc. He is open to any suggestions and is spending some time inquiring around to learn of any new features they may introduce here to advantage.

"In view of the above, it is not surprising to find adequate facilities in most cases for retaining the labor supply on the project. This project was not started until October, by which time under normal conditions housing jobs in this vicinity are being completed, and at first only a very limited force of common labor could be secured.

"The contractors have provided dormitory accommodations for about 200 men in two long buildings, which are really under one roof and connected with a large canteen, which latter is also the living room, game room, and general meeting place for recreation. The buildings are subdivided into small rooms which accommodate four or five men each. Each room has a window with plenty of overhead ventilation. The room doors are kept locked to insure safety of personal effects. There is a day and a night janitor, who care for the fires and keep the place well ventilated and clean and the general living conditions leave little to be desired. There are fire extinguishers and fire hose; also first-aid on the job and hospital service in the town.

"The contractors have purchased a pool table for seventy-five dollars which has been installed in the game room of the dormitory and which is the center of interest. So far about forty dollars have been collected as fee for the use of the table, and it is believed that during the winter the entire cost will have been defrayed. There are also checkers, dominoes, cards, and a good, wholesome spirit is maintained by the mingling of the representatives of the contractors with the men, both during the day and evening.

"Washrooms and toilet rooms are provided, with hot and cold water, which rooms are connected with the sleeping quarters. There are no shower baths, but the contractors have arranged with a bathhouse in town, and tickets are furnished as often as desired, which permit men to take shower baths in the town without expense. To date, out of a work force of over 200, some 20 men have applied for bath tickets.

"There is a commissary on the job which is under the same roof as the dormitories (although entirely separate and not objectionable), and this is a great convenience in cold and stormy weather. Meals are provided for \$1 per day. The commissary is well run, the food I ate well prepared, and all the men interviewed expressed entire satisfaction with both the quantity and quality served. One very satisfactory feature is a warming stove, so that all the food served is hot.

"Carpenters are working 8 hours a day and 7 days a week with double time for Sundays; plasterers, masons, plumbers,

and tinsmiths and other classes not specified work 48 hours a week; laborers work 9 hours a day for 7 days a week with double time for Sunday. This overtime has been the great factor both in procuring and retaining men on the project, and I question if any men could have been induced to work in the cold prevalent here under the usual terms in force elsewhere. It was 4° below zero the night I was here, with much ice and snow.

"The city has several moving picture places of not unusual attractiveness, but otherwise there are no social diversions. This is one of the jobs where the motion-picture machine could be used to advantage, as the picture houses of the town are cold and uninviting and do not offer a high-grade class of films. Since much of the labor here is foreign, Italian for the large part, an Americanization program could be carried on to the advantage of the men, the job, and the country. There are men of ability in the Housing Corporation's staff and that of the contractor here on the project who could make such a program both entertaining and instructive.

"The whole job seems well run, the men in charge are capable and interested in the workmen, and I think there are no improvements to suggest just now. By contrast with other Government work in this vicinity our project is much more satisfactory, as proven by the smaller labor turnover."

This report of the special representative was supplemented by the following from the works superintendent:

"I desire to report that we have the new bunk house ready to receive 100 men. It has all the necessary facilities for comfort except shower baths, and these we expect to install shortly, the delay in getting these in place being due to a lack of plumbers in this vicinity. Our project is very close to the city which contains quite a few theaters and moving picture houses, which can be taken advantage of by the men. We have a large canteen immediately connected with both bunk houses and this in turn is connected directly with the dining hall, making it unnecessary for the employees to leave the bunk houses to obtain their meals.

"The contractor has in his employ the man fully capable of taking charge of our welfare work. He is already in complete charge of the bunk houses and commissaries. He would be glad to receive instructions from you as to the character of the welfare work you would like to have us carry out on this project. We are now furnishing the men with newspapers, magazines, and writing materials and are contemplating organizing an orchestra composed wholly of the employees, as we have a number who have instruments with them. We also have playing cards, checker boards, and other cards and games, and are considering the installation of a pool table. We are giving food to the men. Although it is plain food and intended primarily for the laborers, all the officials, including Government employees, members of the contractor's force, and girls who are in the office of the works superintendent, are taking their meals at the commissary and eat the same kind of food as is supplied to the laborers."

Invariably the contractor who took a deep personal interest in the welfare of his employees and who did everything possible to make living on the project agreeable to the men, had less difficulty in carrying on his project than did those contractors who looked upon these men simply as wage receivers. In cases where the attitude of the works superintendent, who

was the official representative of the Housing Corporation, was somewhat similar, there was comparatively little difficulty met with by the Industrial Relations Division as far as questions of contentment among the employees are considered.

On most housing projects temporary living accommodations had to be provided for the men engaged upon the construction of the houses. For sleeping and resting bunk houses or dormitories were erected.

The temporary buildings on the project at New Brunswick, N. J., are described as follows in a report of one of the special representatives:

"One of these bunk houses is divided in half by a wooden partition, and one end is occupied by common labor entirely—black, white, and foreign—and the other half has a mixture of both common labor and mechanics. Each end has a stove, and there are electric lights. Each end has about 25 beds.

"The other bunk house has been subdivided by the men themselves. At one end the carpenters have established quarters and keep it clean. At the other end the plasterers have partitioned off a corner, and while I was there to-day one of their men was sweeping it out. About the middle an Italian labor boss and two or three Italian laborers have partitioned off another small space, which they keep under lock and key, and the remainder of the room is occupied by both common labor and mechanics. There is a stove and also electric lights. There was no fire in the stove to-day, the janitor stating that there was no use keeping it going during the day, as the men were working, and that he made it up every night. The beds are separate iron cots with covers. The contractor said the blankets were washed frequently at a laundry and that every new man coming in received a clean blanket.

"There is a washhouse between the bunk houses, with long troughs and running cold water. There is a stove in this building."

The provision of blankets was also a source of difficulty. The United States Employment Service, referring to the subject of blankets in our application for labor by the Mare Island, Calif., housing project, stated that insistence that the men supply their own blankets mitigates against the chances of securing help, particularly skilled labor. "Many good mechanics absolutely refuse to go to a job where they are obliged to furnish their own blankets, and at large corporations and lumber camps this practice has been practically abandoned." It was suggested by the Employment Service that the Corporation furnish a supply of blankets and sell them to the men at a nominal figure, as is the practice at the lumber camps to-day.

Caring for the men in the dormitories or bunk houses on the various housing projects was a task accompanied by many difficulties. Among these were complaints as to the stealing of men's clothing and other personal property from the bunk houses.

In addition to sleeping accommodations, the Housing Corporation, as has already been intimated, found

it necessary to provide eating places and to supply the meals on a large number of projects.

A check was made on one of the housing commissaries in order to ascertain the cost per man per meal. Breakfast was served to 76 men at a cost of \$17.17; dinner to 129 men at a cost of \$44; supper to 50 men at a cost of \$16.80. Thus 255 men were served at a cost of \$77.97, an average of about 30 cents a man for each meal. The food at the midday meal usually consisted of roast beef, mashed potatoes, mashed turnips, bread and butter, pudding, and coffee. Most commissaries also provided a special service, in addition to the above, of beef stew and baked beans. The cost each week per man averaged between \$8 and \$10. Thus the workers received meals of much better quality and at a lower price than could be obtained at any ordinary city restaurant.

These commissaries of the Housing Corporation were, in general, similar to the one described as follows by a special representative in reporting on the subject to the division:

"The commissary is very satisfactory. Meals are furnished at 35 cents each for breakfast and supper and 40 cents for dinner, or three tickets for \$1. I had my lunch there to-day in company with the other office people and I found the meal very satisfying."

Occasionally difficulties would be encountered by the refusal of so-called "aristocrats of labor" to eat their meals at the Housing Corporation commissary alongside common laborers. On the housing project at New Brunswick, N. J., for illustration, slate roofers demanded that at meals the common laborers be segregated from the skilled mechanics.

In October and the early part of November, 1918, conditions accompanying the operation of the second draft justified entertaining the hope that a comparatively large number of the drafted men might be released temporarily for necessary industrial war work. This situation influenced the Industrial Relations Division to make formal request of the War Department that drafted men qualified in all the different building crafts be assigned to the Housing Corporation for construction purposes. At the time the application was made it seemed likely that it would be granted, and in order for the various housing projects to be properly equipped to take care of these soldier workers instructions were sent to all the works superintendents as to certain methods of procedure.

"It appears likely at this writing," said these instructions, "that we are to be able soon to supply your labor needs, especially common labor, by having soldiers furloughed from the Army camps. One of the requirements of the Army, before any allotments are made, will be that the contractor must provide adequate accommodations for feeding and housing, as well as in other ways caring for the comfort and welfare of these furloughed soldiers. They will be paid the prevailing rate of

wages, and will be expected to meet their own expenses, the same as any other employees.

"It is essential, however, that adequate provision be made for the proper housing and feeding of these men and that welfare and comfort provisions are available, such as recreation halls, reading rooms, shower baths, temporary hospitals, etc. If the project is in the vicinity of a large city it may be assumed that such welfare and comfort facilities are available."

Anticipating that the labor needs of the Housing Corporation would be met through these furloughed soldiers, the works superintendent was directed to confer with the contractor and report the condition of his particular project as to the availability of proper rooming and boarding facilities, and if such were not available, the probability of their soon being provided. It was the intention of the Industrial Relations Division, where the number of furloughed soldiers employed warranted such action, to place in charge of each large project a qualified man capable of directing welfare and recreation facilities. But the signing of the armistice on November 11 made unnecessary the operating of these extensive plans of the division.

There was need, however, for a continuance of the plans of the division for welfare work which had already been put in operation. Its corps of welfare directors had portioned out among them the 25 or more projects which the corporation decided to carry on to completion, these projects being grouped according to their geographical location and accessibility, and a director placed in charge of from 3 to 6 or 7 projects, depending upon their extent and importance as measured by the number of employees living on the project. In cases a welfare director was permanently assigned to a single project.

That such a policy was necessary is indicated in numerous reports in the files of the division. One such report says:

"It is recommended that a welfare man or capable employment manager be secured at once to employ, supervise and maintain welfare relations for the workers and to hold a full force of some 2,500 men on this project. Such a man, if properly qualified, could handle the grievances arising, attend to the work of recruiting the force, remedy some of the conditions now causing labor turnover, and establish recreational facilities on a scale featuring the importance and urgency of this project. The appointment of such a man to control practically the labor situation on both the utilities and housing contracts is urgently needed."

Among the recommendations of a special representative as to the needs of one of the important projects was that—

"A temporary recreation hall, with inexpensive entertainment facilities such as music, checkers, reading material, etc., should be provided at once and given priority over all other work. The men complain that there is nothing to do in the evenings and because of lack of transportation facilities they can not go to town, and back with comfort in a reasonable

time. The utilities contractor reports that he needs at once a greatly increased force of common labor. He requires nearly 1,000 unskilled laborers for grading, pipe laying, unloading, railroad work, etc. Most of the unskilled workers, except teamsters, are from outside this locality, many from New York being brought in through labor agencies, most of whom leave after a few days or at most a week on the job because of the lack of attractions to keep them here. For the housing employees there are at present no amusements or recreations of any kind. It is very essential that some temporary facilities be immediately provided in order to hold the labor now on the project. A few reasonable provisions to this end, such as a temporary baseball ground, recreation hall, reading room, music, etc., would greatly reduce the present labor turnover which is abnormally high. It would seem to be useless to secure and forward a large supply of additional labor without first providing conditions which will hold this supply when furnished. A reasonable expenditure for this purpose should be the first step taken on both the utilities and the housing contracts. Present conditions on this project make it impossible to hold the labor supply and these conditions if continued promise still greater difficulties for the future. Men are leaving here daily. It costs at least \$10 per man for every man brought to this project, and because the men stay only a few days the corporation gets almost nothing for this expenditure. The labor turnover is extremely high. There are no accommodations for the better class mechanics, and there is nothing for the men to do at night and at other times when there is no work."

"From the workman's point of view there is no deader and more isolated place 'to be condemned to' than this project," says another report. "There is absolutely nothing for the men to do to occupy their thoughts on rainy days and evenings. Good food and good wages do not seem to be quite sufficient to make for contentment among workers and for a reasonable standard of living environment. There are estimated to be from 2,000 to 3,000 people living here who are employed on one or another of the contracts, and there is no common provision for community recreations. There is no public provision for motion pictures. The old town hall that is sometimes used for dances is filthier than a barn. An occasional football or basketball game has helped to break the monotony on Sundays.

"This project is located in an out-of-the-way, isolated and wholly unattractive section adjacent to a Navy proving ground. No railroad reaches the locality and it was accessible only after a 30-mile trip by Government boat. There is no town near by and all the workers have to be brought from localities where city amusements had become a part of their workaday environment. They are lodged in temporary barracks built for the purpose, with meals at a near-by commissary conducted by the corporation. At the beginning, workers transported to this project remained a day or two, or perhaps a week, and then 'beat it,' as they said, to 'any other job but this.' This condition naturally causes excessive overhead charges, but even more important from the viewpoint of cost to the corporation the project is getting a 'bad name' from the circulation of adverse reports among other workers by those who have been there and refused to stay. This is becoming an important element in the completion of the project within a reasonable cost and period of time and the situation necessitates special efforts in the direction of retaining labor on the project."

To meet this situation the special representative submitted the following recommendations, which were approved by the division:

"There is necessity for providing for project workers recreational opportunities covering the period of three or four winter months, during which season it will be hard to hold labor in this bleak and isolated section.

"Inasmuch as the so-called town plan has overlooked community recreational facilities for adults aside from the tennis court and the baseball and football field, it would be a very substantial contribution to community life if a simple recreation hall were erected in close proximity to the schoolhouse and its adjoining athletic grounds. The schoolhouse does not provide for a gymnasium, which service the recreation hall might supply school children any time during the day.

"It is recommended, therefore, that a recreation hall, about 103 by 50 feet, be erected, with the following arrangement to suit the requirements during the life of the project, namely, gymnasium and assembly hall 64 by 50 feet with a stage 12 by 20 feet and an adjustable rail dividing this space into portions, two for white and one for colored workers. It is recommended that this hall be equipped not only with chairs but also with a motion-picture machine, properly housed in an asbestos fireproof booth. In this hall boxing and wrestling matches can be held under careful supervision, with the understanding that only stage matches be held. The seating capacity will be from 300 to 400. Here also on rainy days games can be played. At one corner a spring board and trapeze rings can be provided in such a way as to be easily put to one side on occasions of entertainment.

"The rest of the building is to be divided into reading and writing rooms, two for white and one for colored. For these rooms it is recommended that 75 daily newspapers, and 25 Saturday Evening Posts and 25 monthly magazines be on hand for those who are interested in the news and current events. Checker boards and dominoes should be provided and, if possible, inexpensive books also.

"Adequate toilets for black and white which include shower baths is also recommended as a part of the plan. Plenty of lights, bright white lights, is felt a necessary contribution to an atmosphere of warmth and cheer.

"A good, substantial field victrola, with a collection of records, should be a part of the equipment that would be entertaining as well as elevating so far as certain selections of music are concerned.

"Motion-picture films can be had free through industrial concerns which show various processes of construction and manufacture. Among these films furnished free are traveling scenes over some of the railroads. This class of films is instructive and educational. But as these alone would not do justice to the motion picture as a means of recreation and amusement, it is recommended that in any one night's program there be included a Pathé weekly of current events and one good laughing comic.

"The success of this undertaking depends a great deal upon securing a welfare director, a man who understands the business of interesting workers in amusing themselves and at the same time one who can mix and keep order. Living quarters should be provided for him in the recreation hall itself. It is felt that the selection of equipment and motion-picture films, as well as minor arrangements, should be the immediate and first task of such a director or supervisor, and these should be organized and progressed while the building is in construction."

Illustrative reports of the work of the welfare director are the following summaries covering his activities on the project at Bethlehem, Pa.:

WELFARE DIRECTOR, BETHLEHEM, PA.

PROGRESS TO SEPTEMBER 25, 1918.

1. Installed first aid to injured.
2. Installed dispensary.
3. We are prepared to take efficient care of injured and sick whatever the case may be.
4. We have had four patients, one being sent to the hospital with a paralytic stroke.
5. Had barracks thoroughly cleaned and disinfected.
6. Established a laundry agency.
7. Established a bank to take care of money and deposit same for men employed on this project at the Wilbur Trust Bank.
8. Also established a post office, selling stamps, thrift stamps, and war stamps.
9. Have made all necessary arrangements with proper authorities to take care of Liberty loan bonds during the next campaign.
10. Thoroughly cleaned grounds surrounding barracks and temporary office buildings, burning up all paper and moving waste lumber from buildings.
11. I am installing safety rules and regulations.
12. We are furnishing stationery for men to write home and are writing for those who can not.
13. I am taking care of remittances for the men, either by money order or registering, to their families.
14. We are installing fire pails for better fire protection, as every man does not understand the operation of fire extinguishers. The water will be changed when necessary, so it will not become stagnant.
15. Fire drill is very essential and I am taking up this matter with the works superintendent.
16. We have taken care of filling out questionnaires for men subject to the draft who are employed on this project.

REPORT OF OCTOBER 9.

1. Liberty loan drive on project has reached \$18,000 and we will drive hard this week to make it much higher.
2. Flag Raising Day was postponed until October 20 on account of influenza.
3. Dispensary had 50 cases, consisting of minor injuries and sick. Sent home 15 men with Spanish influenza; also sent 1 with pneumonia to hospital.
4. Barracks are thoroughly disinfected and every precaution has been taken to protect camp from influenza.
5. Am acting as adjuster between employees and foreman on project whenever friction or dissatisfaction arises. Have adjusted 32 cases out of 50, losing 18 men, who were discharged for being incompetent.
6. The temporary recreation room with periodicals, checkers, dominoes, and cards was opened.
7. Will have moving-picture show two or three times this week, which I am having gratis, with no expense to the United States Housing Corporation.
8. I have made arrangements to have these pictures regularly every week; also talks by good speakers at least once a week. These talks will educate and enthuse the men and keep up their patriotism and morale.

'9. Arrangements have also been made to have religious services every Sunday, a different denomination having charge each week.

REPORT OF NOVEMBER 21.

1. The epidemic of Spanish influenza has decreased and the health of the camp is normal.
2. We have the piano installed in the temporary recreation room.
3. New commissary was opened November 9.
4. Purchased a set of boxing gloves and are holding sporting bouts nightly.
5. Our flag raising was a great success. About 2,500 citizens attended.
6. Barracks are now equipped with heat and water. Lavatories now have hot water and men can bathe regularly.
7. The number of men taking advantage of the recreation room has increased to such an extent that larger quarters must be provided immediately.
8. Papers and magazines are furnished employees daily; also writing paper.
9. We handled and filed 781 draft questionnaires.
10. Reclassified 153 men for the draft.
11. We sold \$38,000 worth of Liberty bonds.

As to the value of establishing welfare directors on the important housing projects the following communication from one of the works superintendents throws some light:

We have had at this project, representing the Industrial Relations Division, a man who has rendered us very valuable service in connection with our labor situation on the various projects in this district. He is a man of a great deal of experience in the handling of labor, and has made a careful investigation and study of the turnover, maintenance, and operation of our labor camps in a most effective way. I am firmly convinced that he has formulated plans, which, if carried out, will solve our difficulties in respect to properly and efficiently conducting the labor camps, thus making as satisfactory a condition as possible. I have found him very anxious to co-operate in every way possible and in giving the benefit of his investigations, ideas, and experience.

DEMANDS OF WORKERS ON HOUSING PROJECTS.

The value to the housing projects and to the Housing Corporation of the work of the welfare directors and the special representatives of the Industrial Relations Division is not to be measured within the narrow confines of the accepted and usually distorted meaning which misuse has brought to the term "welfare work." Unfortunately the prostitution of this term by charitable and philanthropic societies, by large corporations, and similar organizations has brought it into general disrepute among the workers and has made its application distasteful to them. But the English language supplies no other words which adequately describe this phase of the work of the division. In consequence there is no other recourse but to employ the term. It is used here, however, in the

sense of Lincoln's reply to an inquiry as to the injury to him of a term of reproach which his bitterest enemies were applying to him. Lincoln said, in substance, that the only sensible thing to do in such a case was to accept the term and so live that instead of a reproach the term would become one of approbation. This is what the British public did with the Germans' reference to England's first army in France and Belgium in 1914 as "England's contemptible little army." Ever since the people of England have referred to this army as "The Contemptibles" and have surrounded it with a halo of glory by recounting its deeds.

So with the use here of the term welfare work. Its application is not confined within the usual narrow limitations even when its correct meaning is properly interpreted but is extended to include all those innumerable relations between employers and employees that contain the germ of industrial disputes and strikes. The welfare work of the division was designed primarily to prevent such disturbances at the source as well as to follow closely the various stages of their development where this growth could not be prevented.

That such a plan was necessary is indicated in the following excerpt from a report of one of the special representatives made upon his first visit to a project:

"I had a personal interview with the business agent of the bricklayers' union. He stated that their main trouble, together with the other trades, was that there is no one on the project to take care of personal grievances. I found this to be the case in several instances, that where men really have a grievance they have been bluffed by their superiors. I would suggest that a general welfare representative be placed on this project. The other housing projects near this locality have such a welfare director and the result is that they have very little difficulty with the union."

Another report as to conditions on a different housing project also stated that "there is no one on this project to take the time to ascertain the cause of labor troubles and to correct them before they become serious, nor is there any one to whom the men can go with their grievances. The foremen are apparently the court of last resort and as many as 22 men out of 50 that have been working under one foreman quit the job the past week."

The cause of by far the larger number of labor disputes that arose on housing projects was the chaotic and uncontrolled conditions as to wages. If, at the very outset of America's participation in the European war, the National Administration had come to an understanding with organized labor, as representing the different labor unions, to the effect that, accepting the basis of wages as then existing, the Government would see to it that wages increased proportionately with the increase in the cost of living to the workingman, as ascertained honestly and with fair accuracy by the Bureau of Labor Statistics of the

Department of Labor; if the National Administration had taken such action—and there is foundation for the belief that such a step would have met with favor from the leaders of organized labor—a powerful obstacle to quantity production and construction for war purposes would by that very act have been removed from the path of progress of all the industries in the country. In the absence of any such machinery for the determination of wage increases practically every conceivable phase of ruthless wage competition was manifested on Housing Corporation projects in various parts of the country.

The determination of a policy as to wage increases, from which policy there should be no swerving, was among the very first acts of the Industrial Relations Division. Under this policy the division accepted as the wage rates to be paid the different building trades on housing projects the rates agreed upon through just bargaining between the organized employers and employees in the particular locality. The corporation was in no instance to be the first to change these rates, but would establish such changes only after they had been agreed upon by employers' associations and labor unions.

With projects in different localities in all parts of the country and with these localities drawing different wage rates even for members of the same craft, it was utterly impossible for the Housing Corporation to attempt to bring about any standardization of wages or uniformity in the rates paid on its projects even to members of the same craft. To have done so would have meant nothing less than raising the lowest rate, say of carpenters on the project carrying the lowest rate, to the highest rate paid on any project, thus establishing on all projects the very highest rate being paid carpenters anywhere. This would necessarily have disturbed the differential that a long period of years had established between the various skilled trades engaged in the building industry.

So the Industrial Relations Division was driven to the adoption of the policy of expediency. It accepted the situation as it found it without question as to the justice or injustice of any existing rate, and proceeding from this principle it endeavored to complete the housing projects with as little friction as possible with its employees over rate changes. It adopted as the basis of wage increases, in most cases where it had the determination, the principle that these should be measured by the increase in the cost of living. Occasionally a combination of circumstances compelled higher wage increases than this method determined.

The machinery by means of which increases in wage rates were brought about on housing projects usually

operated somewhat as follows: The members of a particular craft, say carpenters, would meet in their local union and adopt a resolution to the effect that, in their opinion, a wage increase was necessary and should be granted. Two reasons were almost invariably advanced in support of the increase. One was that a higher rate was being paid members of the same craft on a near-by project or that higher rates than the accepted differential permitted were being paid on the same project to another craft. The second reason was that the increase was necessary because of the increase in cost of living.

This resolution of the union was formally transmitted to the contractor on the project. As under his contract with the Housing Corporation he was not permitted to pay such increases without approval of the corporation, the contractor would transmit the resolution to the works superintendent, who was the Housing Corporation's representative on the project. The superintendent would then by wire or letter bring the matter to the attention of the Industrial Relations Division. In every case the division would first ascertain if the increase demanded by the union had been approved through joint agreement of the employers' association and the local labor union. If not, the demand was usually refused. If such agreement had been arrived at, before the increase was granted by the division, it conferred with representatives of other Government departments that might be affected. If such an increase was agreed to by them the works superintendent was instructed to authorize the contractor to make it effective on the housing project.

The decision was not always in favor of the demand of the union. Often it was an explicit refusal of the demand with no counter offer. Occasionally a compromise rate would be proposed to the union, where it was found that the rate of that particular trade was out of proportion to the wage of other trades on the project or possibly out of proportion to the wage paid the same craft on another near-by project, either of the Housing Corporation or of some other department of the Government. These requests of the unions were granted more often prior to the signing of the armistice than they were following that event.

Usually the members of the union would continue at work on the project until the above procedure had been gone through with and the decision of the corporation communicated to them. This decision could not always be made immediately, and now and then the employees would become impatient of the delay and go out on strike, but this action on their part was not permitted to force a decision any sooner than it

would otherwise have been arrived at. Sometimes the union workers would be dissatisfied with the decision of the corporation and after it was communicated to them would protest by striking. In most cases this protest soon lost its force and within a few days the men would return to work.

In the adjustment of rates paid members of the various occupations engaged in building construction, particular care had to be given by the division to the differential wage relation between these crafts. For illustration, the rate to plumbers could not be changed without also changing the rate to steam fitters, as members of these two crafts are usually enrolled in the same union. A similar statement applies to painters, decorators, and paper hangers, all of whom usually are members of the same labor union. Rates to stone masons could not be changed without affecting rates paid to bricklayers, and in cases to plasterers, as these usually are members of the same local.

That members of labor unions are usually alive to the economics of the situation and are not backward in directing the operation of these to their own self-interest, is strikingly illustrated in the construction of houses. At different stages in the progress of the work some particular trade is the pivotal or key group upon which for a short time depends not only the rate of construction of the project itself, but also the rate of progress of the work of other crafts. For instance, the critical situation confronting the continued progress of a project when that stage in construction has been reached where bricklayers are necessary can readily be imagined if no bricklayers are obtainable at that particular time. Or assume that it is plumbers and steam fitters that are needed, or roofers to put the slate on the houses to protect them from the weather, or any of the several building-craftsmen whose work must be carried on without hindrance if the project is not to slow up or close down completely. This interdependence of the various skilled trades upon the work of each other and the dependence of the entire project at particular times on a particular craft is illustrated in the case of the Portsmouth, Va., project where the cessation of work by plumbers, steam fitters, and plasterers who went out on strike for higher wages prevented the other trades from continuing at work on the project. Again, on that project at one time a strike by bricklayers stopped work on the chimneys and this, in turn, prevented the roofers from continuing their work.

The members of the skilled crafts know when these pivotal stages are reached, so far as the relation of their particular craft to the progress of the work is concerned, and they are not slow in taking advantage of the opportunity, if necessary, to insist upon what-

ever demands for wages or hours of work or conditions of employment they have determined upon. At such times the work of any particular craft actually controls the total number of men that can be employed on the entire project.

In one case, that of slate roofers on the housing project at New Brunswick, N. J., suspension of work by more than 1,000 employees came very near being precipitated by the demand for board and lodging by less than 10 men, who were members of the slater's union at Newark, N. J. As this particular experience illustrates a number of the important phases of the negotiations that the division had to carry on with the labor unions, it is worth while presenting them here in some detail. A correct perspective of these details requires first the focusing of attention on the situation that was presented on the housing project at Bridgeport, Conn.

The general contractor of this Bridgeport project was a member of the New York Master Builders' Association. Against all the members of this association the carpenters' union in New York City had declared a strike in December, 1918. Notwithstanding the fact that all the demands of the carpenters' international union were being complied with on the Bridgeport project, the carpenters employed on that project were ordered to quit work solely because the contractor was a member of the New York association, whose members in New York City had refused as an association to grant the demands of the carpenters.

This suspension of work by the carpenters on the Bridgeport project left about 150 houses in a very unsatisfactory condition as regards possible damage from snow or rain or other adverse weather conditions in that they were papered and plastered but had not been roofed. It was imperative that at least 50 slate roofers be placed on these 150 houses at once in order to save the Housing Corporation from a probable damage to an investment representing approximately \$750,000. As there were only seven slaters obtainable in Bridgeport, it was necessary to import the required number from some other city. At the same time there came accumulated demands from other housing projects for the same kind of labor. In brief, the corporation needed more slate roofers than there were men available in this occupation, and it found itself confronted by a situation where it not only had to compete with other construction enterprises for this labor, but also where its own projects were competing with each other.

The rate being paid to slaters in Bridgeport at that time was 75 cents an hour. The Housing Corporation increased this rate to 80 cents an hour, but without results in securing the labor needed. Local unions of slaters, being aware of the urgent demand for members of their craft, held meetings and formulated new conditions of employment. These included an increase in the wage to 90 cents an hour and insistence upon board and lodging, or an amount equal to its cost, and transportation to and from the project. The rate of 90 cents an hour was finally conceded.

The Industrial Relations Division also agreed to meet the cost of board and lodging on its Bridgeport project for slaters brought from New York City. This it was estimated amounted to about \$9 a week. The works superintendent arranged for lodging the men in dormitories or "bunk houses" and for feeding them at the commissary on the project. But these conditions of employment were refused to the local slaters living in Bridgeport, notwithstanding their demand for an equivalent of \$9 in cash each week, on the contention that

two slate roofers working on the same project could not be compensated differently. If they declined to accept employment on these conditions their places were to be filled by slaters from New York City. The final result was that the Bridgeport slaters continued on the project without the equivalent in money of the cost of board and lodging.

With regard to the demand for transportation to and from the project this was conceded to the slaters whose residence was in New York City. But it was understood that the men were not to be reimbursed for the cost of their transportation to the project after they had been at work for 30 days, and that the cost of return transportation to New York City was not to be paid by the corporation unless the men remained at work on the project until there was no longer any need for their services. Transportation to and from the project and their homes each week-end was not to be met if it exceeded the cost of board and lodging for the day and one-half they were absent, but the one would be permitted to balance the other.

When the slaters from New York City arrived on the Bridgeport project to go to work the local slaters living in Bridgeport refused to work alongside of them. Their reason was that the New York slaters were not in good standing in the international union. These men from New York were members of Local No. 4 of the International Slate and Tile Roofers' Union of America, and at that time were involved in a jurisdictional dispute between the local and the international, the former having secured from the courts a temporary injunction prohibiting the international from interfering with its members. But the Housing Corporation could not await the slow processes of the courts, nor could it permit the internal quarrels of labor unions to interfere with the rapid completion of its houses. The representative of Local No. 4 promised a sufficient number of slaters to man completely the Bridgeport project, and he was instructed by the division to proceed to do so. Fortunately wiser counsels prevailed in the two unions and before this jurisdictional quarrel became more serious they settled satisfactorily their differences and members of both unions worked on the Bridgeport project.

The need for slate roofers on the housing project at New Brunswick, N. J., arose about the same time with that on the Bridgeport project. The need was equally imperative. The policy agreed upon for the Bridgeport project was made to apply to the New Brunswick project, although conditions differed materially. There was no local union of slaters in New Brunswick, and jurisdiction over this project was claimed by the Newark union, some 30 miles distant, whose members were working on the New Brunswick houses. Here also the rate for slaters was first increased by the Housing Corporation from 75 cents to 80 cents; then to 87½ cents, and, finally, in order to meet the Bridgeport rate, to 90 cents an hour. The corporation granted the union's demand that the cost of transportation to and from Newark each day be met by the corporation.

But when the Newark slaters also demanded board and lodging to an amount of \$7 a week, the demand was refused. The Newark slaters then went out on strike. At that time about 1,000 men in different occupations were employed on the project and the discontinuance of work by the slaters meant that within a few days all these other men would be thrown out of employment. The seriousness of the situation as affecting these men was brought to their attention and also to the attention of officials of the State Federation of Labor of New Jersey. These supported the position taken by the

corporation and endeavored to persuade the slaters to return to work under the above conditions. But the slaters continued to remain out on strike.

Then an extraordinary thing happened. Union carpenters working on the project who also knew how to lay slate, were made familiar with the facts in the case and they were asked to go on the roofs and do the work that the slaters had refused to do. They consented and for several days the unusual sight was witnessed of members of one union performing the work of members of another union. Then the slaters requested of the works superintendent that they be permitted to return to the project on the conditions as to board and lodging which the corporation had specified. They remained at work a number of days, when they again presented their demand for the equivalent of board and lodging. This was again refused and once more they went out on strike. By this time the project was being partly supplied with slaters from Cleveland, Ohio, and other cities whose cost of board and lodging was being met, on the New Brunswick project as on the Bridgeport project, by means of the bunk houses and commissary of the corporation. Neither board nor lodging was an expense to the Newark slaters who ate and slept in their homes in Newark. The Housing Corporation continued to maintain the position that the Newark slaters should not be paid \$9 a week in addition to their regular wage and the cost of transportation to and from Newark and that if they insisted they would have to leave the New Brunswick project which would be manned entirely by slaters from distant cities. The corporation previously requested of the International Slate and Tile Roofers' Union that a local branch be established at New Brunswick and that jurisdiction be taken away from the Newark local. The question of establishing this New Brunswick local was about to be settled affirmatively when the Newark slaters dismissed their "walking delegate," who had been insisting upon the demand for the equivalent of board and lodging, and expressed their willingness to return to work without further trouble. It was on this basis that the matter was finally settled.

These unsatisfactory experiences with slaters on the New Brunswick and Bridgeport projects raised for consideration by the Housing Corporation the question as to the advisability of substituting some other material for slate on the roofs of houses of other projects. An investigation was made with this object in view, such as the substitution of asbestos shingles or some other material, in order to avoid further controversies with members of the slaters' union. At that time the material for the roofs on houses at Waterbury, Conn., and Quincy, Mass., was changed so as to eliminate slate. This fact came to the attention of officials of the slaters' international union and was a material influence in lessening the insistence back of some of their demands.

Virtually every craft engaged in the building of houses is organized in a labor union and the terms or conditions of employment for its members are stated in the union's constitution. As many of these conditions as the union is able to secure are embodied in a signed agreement with their employers, usually through the joint-bargaining machinery which employers' associations and labor unions have developed. Though the Housing Corporation declined to become a party to these agreements it announced as its policy the adoption on all housing projects of the con-

ditions of employment thus determined upon. These joint agreements differ in details depending upon the peculiarities of the various trades, but the fundamental principles in all of them are the same.

These are indicated in the joint agreement entered into between the International Slate and Tile Roofers' Union of America (Local No. 4, New York City) and the Employers' Association of Roofers and Sheet Metal Workers of Greater New York.

The extent of the working day is defined in Article I [of above agreement] as consisting of 8 hours between 8 o'clock in the morning and 5 o'clock in the evening. Work between these hours is regarded as regular time. Two exceptions to this are Saturday afternoons and Sundays. On Saturday the slaters are to work only 4 hours—from 8 to 12. This makes the regular working time each week 44 hours, the working week ending at 12 o'clock noon on Saturday. Compensation for work performed is to be paid weekly not later than 12 o'clock noon on Saturday.

The rate of wages to be paid for regular time is covered by Article II. This rate was to be \$6.25 a day from January 1 to June 30, 1918; \$6.40 a day from July 1 to December 31, 1918, and \$6.50 a day from January 1, 1919, for the rest of that year. This agreement, however, was entered into before the full effects of the European war on wage increases were felt, and in December, 1918, the rate was increased to \$7.20 for 1919.

As to the jurisdiction of the agreement, this was defined in Article III as comprising Greater New York, all of Long Island, and 50 miles from the Grand Central Station, New York City, excepting west of the Hackensack River.

In Article IV it was provided that all employers taking a contract for work covered by this agreement shall purchase materials direct, as well as supply labor.

A worker's time of employment is to begin when he leaves the shop for the job after he has been hired by the employer. If any employer did not wish to retain the services of a member of the union, the latter must be paid the wages due him at the time his services are dispensed with.

The nature of the work covered by the agreement and upon which foremen and mechanics who are members of Local No. 4 are to be employed is defined as follows: "Slate, tile and asbestos shingles, and all substitute materials taking the place of same, such as composition tiles and asphalt shingles, but not including wood or metal shingles; also repairing of all roofs as above enumerated, and the applying of felt and paper to roofs covered by the above mentioned materials, except where the paper is stuck by a hot process; also all flushing and counterflushing, except where soldering is required. The foremen shall have supervision over all the work covered by this agreement."

The expense in money and in time in getting to and from the projects is covered by Article VII. On jobs located within one hour's traveling time from the Grand Central Station, the men are to be at work at 8 o'clock in the morning with this exception—when an employee is obliged to take a railroad train in order to reach his work, he is to take the train leaving nearest to 7 o'clock, whether this brings him to the job before or after 8 o'clock. The employer is to pay all expense above a 5-cent car fare each way. The conditions are different as regards travel time in all cases where the job is located beyond one hour's time from the Grand Central Station and where the employer elects that the men, instead of living

on the project, shall travel each day to and from the city. In such cases all time in excess of one hour necessary for traveling to and from the work is to be paid for by the employer at the regular rates and such travel time is to be in regular working hours. The one hour travel time is to be at the expense of the worker in so far as wages are considered in that it is to be taken out of his time and not out of the eight hours' regular working time. In the cases where the workers board near the project upon a job located outside of one hour's time from the Grand Central Station, the men are to be at work at 8 o'clock in the morning except on that morning upon which the job is begun. The expense of transportation to the project at its beginning is to be met by the employer and the expense to the men in returning home at the completion of the project is also to be met by the employer. If, in the meantime, the worker is compelled to leave the project and to return home for any reason not his fault, the employer is to meet the cost of transportation. All expense of board and lodging on the project is to be met by the employer. If there is any additional expense from the boarding house to the job, such as trolley or jitney hire, in cases where the distance from the boarding house to the work is more than $1\frac{1}{2}$ miles, this also is to be paid by the employer.

Provision for the payment of time worked over and above the regular 8 hours is provided for in Article VIII. For all overtime—and overtime is any time in excess of 8 hours a day—double rates are to be paid. That is, for every hour worked above the regular 8 hours a day the employee is to be paid twice as much as for a regular hour's work. Putting it another way, over and above the regular 8 hours worked, for each hour worked an employee is to be paid for two hours. In addition to overtime, so-called, the employee is to be paid double time also for Saturday afternoons, New Year's Day, Fourth of July, and Christmas Day. It is provided that under no consideration is a member of the union to work on Labor Day. Where it is necessary for men to spend time in traveling to or returning from work, this time is to be paid for at the rate of single time or regular working hours, provided that not more than 8 hours are to be paid for in any single day.

Provision is made for the examination on the project of membership cards in the union at any and all times by the business agents of the union. This is recognized as a privilege granted to the union.

Apprenticeship is the subject provided for in Article X. Apprentices at the time of starting must be less than 21 years of age, and the term of apprenticeship is to be three years. Wages of apprentices are to be \$3.50 a day for the first year, \$4.50 a day for the second year, and \$5 a day for the third year. In cases where only one journeyman is employed on a job, one apprentice is allowed to work, but in all other cases there are to be two apprentices where five or more journeymen are employed.

The particular agreement under discussion was to continue for 19 months—from January 1, 1918, to December 31, 1919. No change was to be made in any part of the agreement unless notice was given on or before July 1 preceding by the association asking for such change, and such notice was to be given in writing to the secretaries of the respective associations that were parties to the agreement.

An important provision of the agreement is Article XII, in which it is agreed that the International Slate and Tile Roofers' Local Union No. 4 is to furnish to the members of

the Employers' Association of Roofers and Sheet Metal Works of Greater New York "all the competent slate and tile roofers which they demanded," and in case the local is unable to furnish the number of competent men called for after 48 hours' notification to the secretary or business agent, then "the employer was to put on such men as he desires."

The remaining six articles of the agreement have to do with the creation and operation of a board of arbitration for the settlement of any disputes on questions arising out of the agreement. This is a permanent joint board of arbitration and is to consist of four members of the employers' association and four members of the union, whose terms of service are to be not less than six months. Business agents of the union, commonly designated as "walking delegates," are ineligible as arbitrators. In case of a disagreement as to the true intent and meaning of any of the rules, the matter is to be submitted for decision to this board. In case the rules or agreement are violated by either of the parties, or by any of the members, no strike or lockout against any member or members of either association is to be put into operation without first submitting the grievance or question at issue to the arbitration board. The first meeting of this board is to take place within two working days after the secretary or other authorized representative of the association claiming a grievance gives formal notification. Should the board fail to agree after two consecutive daily meetings, an umpire is to be selected by the board. Each side is to make its arguments before this umpire, who is requested to render a decision within two working days thereafter, said decision to be final and binding upon all parties to the controversy. The fundamental principles embodied in the joint arbitration plan of the New York Building Trades, as adopted July 9, 1903, and amended April 22, 1905, and all decisions rendered thereunder, are recognized by and accepted as binding upon the parties to the agreement.

The agreement was officially signed by three members as the committee of the Employers' Association of Roofers and Sheet Metal Workers of Greater New York and by five members as the committee of the International Slate and Tile Roofers' Union, Local No. 4, New York City and vicinity.

LABOR DISPUTES ON HOUSING PROJECTS.

The Industrial Relations Division provided machinery on every project for the quick ascertainment and settlement of all possible causes of strikes with the view of keeping at the minimum controversies between housing contractors and their employees. If the differences germinated and could not be settled at once by the contractor and the employees affected, with the assistance of the works superintendent and in cases of the personnel representative of the Industrial Relations Division on the project, then the division was at once notified of this situation and either a special representative or a welfare director and occasionally a commissioner of conciliation (the latter of the Department of Labor) was immediately dispatched to the project. Probably the most vexing of these multitudinous disputes was that which had to do with the employment on Government projects of nonunion workers.

Early upon America's entrance as a participant in the European war an understanding on this point was arrived at with organized labor by the War Department, this branch of the Government being among the very first to undertake construction work involving the employment of large numbers of workers. This understanding was between the Secretary of War and the president of the American Federation of Labor and became known as the Baker-Gompers agreement. It was entered into on June 19, 1917, and its object was "the adjustment and control of wages, hours, and conditions of labor in the construction of cantonments." Provision was made for the creation of necessary machinery in the establishment of an adjustment commission consisting of three persons appointed by the Secretary of War, one to represent the Army, one the public, and one labor, the representative of labor to be nominated by President Gompers of the American Federation of Labor, who was also a member of the advisory commission of the Council of National Defense. It was also provided that "as basic standards with reference to each cantonment such commission shall use the union scale of wages, hours, and conditions in force on June 1, 1917, in the locality where such cantonment is situated. Consideration shall be given to special circumstances, if any, arising after said date which may require particular advance in wages or changes in other standards. Adjustments of wages, hours, or conditions made by such boards are to be treated as binding by all parties." The provisions of this agreement were later extended by the War Department to govern the construction of aviation fields, warehouses, storage facilities, and similar construction operations of that department.

A particularly important feature of this so-called Baker-Gompers agreement, the principles of which were adopted by practically all the Government departments engaged in construction work, including the Housing Corporation, is that it was clearly and distinctly understood by the parties signing it that the Government through the War Department did not commit itself in any way to the closed shop or to the employment of union men only. The conditions which it was agreed should serve as part of the basic standards and which were referred to as being in effect on June 1, 1917, did not include any provisions having reference to the employment of nonunion labor. The word "conditions" in the agreement, it was mutually agreed, referred only to the union arrangements as to overtime, holiday work, and matters of that kind. It was also mutually agreed that it was not possible legally to insert in any

such agreement a provision giving preference on Government work to members of organized labor.

The question of the employment of nonunion workers on housing projects was raised a number of times. It first came before the Industrial Relations Division from the project at Aberdeen, Md., in one of the daily reports required by the division as to the number of men on the payroll, the number at work, the number of new men employed, and the number dismissed or who quit, with the reason therefor. In the particular report in question three men were reported as having been discharged because "they refused to join the union." Instructions from the division to the works superintendent requesting a more detailed explanation said that "such action must have been taken under a misunderstanding. The United States Housing Corporation is not in a position to distinguish between union and nonunion employees. It certainly is not in a position, representing the United States Government, to discharge a man from any of its projects because he refuses to join the union. It is a serious reflection on the Housing Corporation to make such a distinction."

The report of the works superintendent was in substance as follows: "The contractors for this project were informed by representatives of the Housing Corporation that they were to understand that the project was to be a union organization. On October 28 all the carpenters belonging to the union, 39 in number, went on strike for two reasons: First, there were men here employed as carpenters who did not belong to the union and who refused to become members; second, on October 27, which was a Sunday, five carpenters worked when it was generally understood that there would be no Sunday work for carpenters. The members of the carpenters' union refused to continue work until those who were not members of the union agreed to join the union and also demanded that if any carpenters worked on Sunday, all of them must be permitted to do so."

The works superintendent reported also that the project had been very much delayed owing to the nonarrival of lumber but that this material was now coming in and they were increasing the carpenter force very rapidly. A strike of carpenters at this time would seriously interfere with the progress of construction. He based his decision of letting the nonunion carpenters go on the policy of expediency and not of principle.

This instance was finally adjusted with these instructions from the Industrial Relations Division: "It is much more advisable not to employ nonunion men on your project than it is to discharge them after they have been employed because of their refusal to join the union. This corporation desires to observe union rules and regulations in every respect, but it does not desire to be placed in the official position of countenancing the discharge of men because they will not join the union."

The Aberdeen housing project was one of the few operations of the corporation that was carried on largely with nonunion labor. For the greater part of the time all the employees were nonunion, with the exception of sheet-metal workers, plasterers, and carpenters, and toward the close of the operation they were all nonunion with the exception of the carpenters. These latter were patriotic enough not to raise the question as to their working alongside of nonunion men in other crafts, but their patriotism was not quite strong enough to permit them to consent to work with nonunion carpenters. But for the conscious as well as conscientious efforts of some of the international officers of a number of the building crafts this

question would have been raised much more often, and undoubtedly would have interfered greatly with progress in house construction.

The question of the employment of nonunion workers also came up on the Bethlehem, Pa., housing project. Steam fitters there objected to the employment of nonunion steam fitters. The works superintendent was directed to inform the union steam fitters that "the United States Government through the Housing Corporation can not distinguish between the union and nonunion workingmen; that as far as possible the union regulations are to be observed on housing projects, but if the contractor finds it necessary he may employ nonunion men; if the union men object, they should continue at work and appeal to the National War Labor Board for a settlement of their complaint."

The principle of this ruling in the Bethlehem case was also applied on the Bridgeport, Conn., housing project, but under a different set of circumstances. All the employees on those houses were members of the respective unions of the building trades, and there was no disposition on the part of the corporation voluntarily to change this status. But a strike was declared by the carpenters' union against all members of the New York City Builders' Association because of the failure of the association to comply with the union's demands. These demands were all being complied with on the Bridgeport project, but the general contractor happened to be a member of the New York City Builders' Association and in consequence of this all carpenters at work on the Bridgeport houses were ordered out on strike. This practically suspended all operations on that project, and as the situation offered no prospects of an early solution the works superintendent was instructed to take over the carpenters' work from the contractor and have it done directly by the corporation. This meant that the carpenters would be employed directly by the United States Government and not by the contractor. Members of the carpenters' union had these conditions explained to them and they were offered employment and asked to return to work on the houses. Some of them did so, but not enough to supply the working force needed.

The ruling of the Industrial Relations Division in the case of the steam fitters on the Bethlehem project was then applied to Bridgeport. This was to the effect that if any particular union could not or would not supply a sufficient number of men of its craft with which to carry on a project, the works superintendent or contractor had the right to secure such labor wherever he could and he should not allow the progress of his project to be interfered with because of the lack of a sufficient number of union workers. The effect of this application was to put to work on the Bridgeport project a large number of nonunion carpenters. This situation prevailed until the carpenters' union settled its controversy with the New York City Builders' Association when the union representatives demanded that the Housing Corporation dismiss all nonunion carpenters employed on the Bridgeport houses. This was refused, even in the face of threats of a strike and the Bridgeport project was almost completely finished under these conditions.

This strike of the carpenters' union against the New York City Builders' Association affected another of the corporation's projects—that of the Union Station Plaza dormitories in Washington, D. C.—and also raised another vexing issue between the corporation and the union. The contractor for the Washington Plaza project also happened to be a member of the New York City Builders' Association, and although all the union's demands on the members of the association were

in effect on this project, nevertheless the carpenters there also were ordered out on strike. The corporation resorted here also to taking over direct the carpenters' work from the contractor and, as in the Bridgeport case, carpenters who continued at work did so as United States Government employees, being sworn in as such by the Bureau of Housing and Transportation.

Later complaints were made to the corporation by union carpenters, who had continued at work both on the Bridgeport and Washington projects, that each of them had been fined \$50 by the Bridgeport and Washington locals of the carpenters' brotherhood. The reason given for the fine was that these members had worked on projects against which the union had declared a strike. The members were notified that if the fine was not paid within 30 days they would be liable to expulsion from membership.

This action of the carpenters' union raised such a vitally important question affecting the public welfare and even the sovereignty of the National Government that the Industrial Relations Division referred it to the Secretary of Labor for an outline of the policy the corporation should pursue as to taking part in the defense of these union carpenters who in time of stress had placed loyalty to their Government above loyalty to their union.

On the Davenport, Iowa, project the district council of the painters' union demanded the dismissal of the painting superintendent employed by the contractor. The reason given was that the superintendent was unfair to union labor in that he had employed two nonunion men to paint his private residence. The Industrial Relations Division requested a report on the controversy from the works superintendent, which was delayed several weeks, and no action being taken, the painters declared a strike, suspended work on the project, and demanded that they be paid full wages for the time they were idle pending the settlement of the controversy. A commissioner of conciliation was sent to the project by the Department of Labor. The painters returned to work on the understanding that the resignation of the superintendent had been accepted by the contractor effective two weeks from the time work was resumed and that during those two weeks the superintendent's duties were to be confined to instructing his successor. They were not reimbursed for the week or so they were on strike.

On the Bethlehem, Pennsylvania, project, a section superintendent was dismissed by the supervisor. This employee was a member of the carpenters' union and this organization protested his dismissal. The circumstances appear to be that shortly after many of the foremen on that project had been placed on a monthly pay basis, instead of an hourly basis, it was found advisable to carry on work on Sunday which had not been done before. On the first Sunday about 150 men reported for work but no foreman appeared to direct them. On Thursday some 50 men appeared for work without anyone to supervise them and they did not know what to do. In the absence of any foreman, one of the timekeepers put them to unloading lumber cars. On the following Sunday a gang of 6 men was reported stripping forms without any supervision and the facts developed that no foreman had been directing them since 9 o'clock in the morning. The supervisor believed that it was mismanagement to have gangs of men working without immediate or general direction and he placed responsibility for this condition upon the section superintendent. In support of his action the supervisor reported to the division that "there has been so much indifference and slacking on this job that the only way that I can see to stop it

is in some such way as the dismissal of the responsible foreman superintendent." The facts showed clearly that the dismissed superintendent knew that work was to be done on Sunday, for he admitted having told one of the foremen to "come around and look the job over." The foreman did not report on the project until about 10 o'clock and stayed for only one or two hours. "In view of these findings," reported the supervisor, "and furthermore the fact that it really had come to be an issue whether the Government officials were to direct the work or not and because of the difficulty that we were having to control the job in an executive manner," the action of dismissal was taken. The result of several conferences between the supervisor and officials of the carpenters' union was the appointment by the union of a committee which drew up resolutions demanding of the Housing Corporation the dismissal of its supervisor from the service of the Government. If this action was not taken the matter was to be presented to Congress. The controversy came before the Industrial Relations Division which approved of the action of the supervisor.

Carpenters working on the Moline, Ill., houses of the corporation refused to place in position medicine cabinets which were delivered on the project with the butts and locks attached. Their claim was that attaching these was a part of their work which should be done on the job and not at the mill. The corporation canceled the order for the medicine cabinets, with the result that the skilled mechanics in various trades who later occupied the houses did not have the benefit of this convenience.

Unionism appeared in still other aspects as a cause of strikes on housing projects. One of these was a jurisdictional dispute between lathers, carpenters, and plasterers on the Indianhead, Md., houses. The policy of the Industrial Relations Division was a refusal to involve the Housing Corporation as a party to any of these craft controversies and an insistence that the trades must settle them among themselves. This policy had as its premise the fact that the corporation was not interested in any particular craft performing the work but was concerned only in having the work well done without interruption to its operations. In most cases this policy succeeded, but occasionally, as in the case of Indianhead, a settlement of the dispute was not effected without a strike.

In this instance the controversy arose over the placing of plaster on wall board. It was customary among the crafts that where the joints of wall board were plastered in order to secure a continuous and smooth surface, the work of erection and completion was that of plasterers. If wood strips instead of plaster covered the joints then the entire operation was the work of carpenters. If the wall board was used simply as a substitute for lath to receive plaster, then its erection was the work of the lather. While these rulings had been formulated and applied by these three crafts as the result of innumerable controversies over a period of years, it was at times extremely difficult to decide to which of the three crafts belonged any particular kind of interior wall finish. It would seem that architects, aware of this situation, spent much of their time in devising combinations of wall finish that would further complicate matters. At any rate the controversy on the Indianhead project reached such

a point that the Industrial Relations Division had to intervene.

It succeeded in securing an agreement among representatives of the three crafts interested that the entire controversy would be referred to the international officials of the Building Trades Council of the American Federation of Labor and whatever decision they rendered would be made effective on the project. In the meantime there was to be no interruption to work on the project. But the corporation could not get a clear-cut decision from these union officials. After a three weeks' delay, at the end of which time the carpenters struck because the lathers were continuing to place the wall board, the lathers were temporarily suspended because at the time there was greater need on the project for carpenters. Then the lathers secured the indorsement of their claim by the Washington building trades council with which their union was affiliated and which had jurisdiction over the Indianhead territory. As the carpenters' union was not affiliated with the Washington council and as the corporation could much more easily secure a supply of nonunion carpenters than it could of nonunion lathers, in case the situation arose where this was necessary to complete the houses, the works superintendent was instructed to direct that the work of placing the wall board be completed by the lathers.

Another phase of jurisdictional controversy between different unions was presented on the Portsmouth, Va., project. The lathers' union complained to the contractor that one of his foremen owed money to the union and that he must be made to settle the indebtedness or be discharged. Neither action being taken, the lathers went out on strike. In four or five days the plasterers caught up to where the lathers had finished this work and it was a question with them either to suspend work until the lathers returned or go ahead and do the work of the lathers as well as that of plasterers. This they agreed to do and for several weeks the plasterers did both lathing and plastering. In the meantime the lathers complained against the plasterers doing their work to the international officers and the plasterers were ordered by these officials to discontinue doing the work of lathers.

Then the lathers' union presented to the contractor a bill for \$6,000 for wages lost because the plasterers had done the work of the lathers. The contractor referred the demand to the Industrial Relations Division, which instructed the works superintendent to propose to the lathers that a board of arbitration be created to settle the matter. And in this way the demand of the lathers died and was buried.

There were instances of interference on the part of union mechanics to carrying out the plans and specifications of the Housing Corporation, and this attitude in cases resulted in out-and-out refusal to do the work.

Such an instance was that of the plumbing on the Erie, Pa., houses. Neither the city ordinance of Erie nor the State laws of Pennsylvania covering the installation of plumbing applied to these houses—the first because they were located outside the city limit and the second because they were not within a city of the first, second, or third class. In consequence, the corporation felt free to install its own system or plan of plumbing, which was both hygienic and sanitary.¹ To this the union plumbers of Erie objected, demanding that the corporation conform to the specifications for plumbing as

¹ See Vol. II, p. 67, and pp. 512-513.

laid down in the Erie city ordinances. Upon insistence by the corporation upon its own specifications the plumbers of Erie refused to proceed with the work; they even declared that no other plumbers brought in from outside the city would be permitted to install the plumbing, as the local union would refuse to grant them permit to work, would fine any union plumber \$25, and would deprive him of his membership card in the union. The corporation appealed to the international officials of the plumbers' union, who approved of the corporation's specifications and instructed the Erie plumbers to proceed with the work on the houses. This the mechanics refused to do, denying the authority and jurisdiction of the international union. The outcome of this situation was that the Housing Corporation was compelled to go ahead and complete its houses without the installation of plumbing, it being understood that after the corporation had completed all the other work the international officials would supply a sufficient number of men to install the plumbing according to the specifications of the corporation. The result was, however, that all the plumbing in the houses at Erie was "exposed" instead of being concealed within the plastering and woodwork, as ordinarily would have been the case.

To refer in detail to all the disputed questions that came up on the different housing projects for the Industrial Relations Division to pass upon, and as far as possible to settle in a way so as not to interfere with progress in construction, would require a volume in itself. Enough has been said to indicate the general character of these controversies and the policy of the division in settling them.

LIMITATION OF OUTPUT ON HOUSING PROJECTS.

No one familiar with the innumerable hindrances or obstacles usually encountered in building construction should expect ideal conditions of progress, especially in war times. But the conscious limitation of reasonable output by workers, and particularly in face of the urgency of war-time requirements for houses, should not be permitted to pass without notice. There were too many instances of this on housing projects.

When the work of lathing was first started on the Bridgeport, Conn., houses the lathers were employed on the piecework basis; that is, they were paid a specified rate per thousand of laths nailed. This method was unsatisfactory to the auditing section of the corporation and the lathers agreed to the substitution of the hourly basis of compensation; that is, they were paid a specified rate per hour. This soon proved unsatisfactory to the works superintendent because of the low average amount of lathing accomplished per hour, and he asked for the consent of the Industrial Relations Division to restore the piecework basis of pay.

In the meantime the local lathers' union in Bridgeport made a demand on the contractor for an increase in their hourly rate of pay from 81½ cents to 87½ cents, based on 44 hours' work a week, and they went on strike for several days to enforce this increase. The demand was transmitted to the division by the works superintendent. In their formal de-

mand the lathers stated that: "Should this be granted we stipulate and agree that there will be no limitation placed on the number of laths nailed in place by each man; that if the conditions are favorable a man may do as much work as he is able to do for a day's work and that there shall be no maximum number of laths which shall be considered a day's work." In transmitting the demand the works superintendent said: "Lathers have apparently been working by an agreed outside limit for a day's work and this limit has not represented a satisfactory day's work. It is quite improper that a fixed outside limit of work should be set for the men. Recently our efforts have resulted in securing a better day's work, but this is still unsatisfactory. The lathers have returned to work at the present rate on the understanding that their request for an increase would be transmitted to the Industrial Relations Division; also, there is to be no maximum day's work set, and the subcontractor is to retain no man who does not do a reasonable day's work of from 1,200 to 1,400 laths a day."

The works superintendent was instructed by the division to inform the representatives of the lathers' union that no request for an increase in wages would be considered until the corporation had evidence that a satisfactory amount of work per day was being secured from the lathers at the then prevailing rate. Reporting upon the receipt of these instructions the works superintendent said: "I was called upon by the lathers' representative on Monday and I informed him of your decision, in view of which the men quit work on Tuesday, and was requested to receive a committee, which I did. The general situation was discussed and the various reports of the two foremen present were analyzed. It was definitely established and accepted by all present that the lathers had been working under an agreement to put on no more than 12 bundles of lath a day and that the foremen's reports had been improperly made out, so that they would represent 12 bundles of lath only. One foreman stated that he did not feel at liberty to make a record that would possibly lay the men open to fines. Mr. Packer, the lather, stated that in his opinion 12 bundles of lath was not far from a fair average, although he was of the opinion that he had himself never done less than 12 and frequently more, and reported having put on 700 laths in four hours, which would make 1,400 laths for a day. Under difficult conditions, however, it would be unreasonable to expect 1,400 laths.

"I made it clear to the committee that the record developed at our conference left me without any actual facts in regard to what the men were doing or could do in a reasonable day's work; that all the evidence pointed to the fact that the men understood that they were to do not more than 12 bundles of lath a day, which was entirely contrary to the statement in their letter requesting an advance, and to the understanding that we had when the men went back to work, which was that this condition should begin to apply at that time. I explained that I could take no further action in presenting their application for an increase until I had satisfactory evidence of the work being done, and suggested that they go back to work and report on Monday the result of the balance of this week as evidence regarding work done, the foreman's reports being made to represent the actual conditions of each man's work each day.

"The result of this conference was reported to the lathers, who have decided not to go back to work. It is my opinion that the action of the lathers heretofore has been counter to

the interests of the Government in that it has tended to increase the cost of the work unduly and that their action now in striking for higher pay, and especially before they have been able to submit proper evidence of the work done, is not justified."

A later report from the works superintendent was as follows: "The lathers went back to work on January 14 in order to demonstrate the actual number of laths that could be driven per day per man. Since that time the records kept have indicated an average of 1,350 laths, as against an average of about 1,200, which appeared to be the average prior to January 14."

Another instance of arbitrary limitation of output on housing projects grew out of dissatisfaction on the part of members of the lathers' union over the decision of the Industrial Relations Division not to pay their return transportation to Chicago from the Moline, Ill., project. The facts in the case are from one of these lathers and were obtained upon his leaving the project. He stated that refusal to pay their return transportation, amounting to about \$126, cost the Housing Corporation around \$8,000 because of the intentional slowing down in their work by the lathers. One hundred boards a day is regarded as a fair day's work for a lather, he said, but on the Moline houses they put on about 50 of the small boards and 35 of the large ones, never any more. One reason given for not limiting even more the amount of a day's work was that "most of the superintendents and foremen are pretty good fellows. Every time one particular superintendent stuck his face in a house it meant 3 or 4 boards less per day for each man on that house."

The lathers from Chicago, he claimed, ran the job and had it in their power to run the lathing to suit themselves. There were 69 of them from that city, a larger number than from any other one place, and these Chicago lathers held meetings by themselves when they decided what policy they would follow while at work. These Chicago lathers, he further claimed, controlled the local union to suit themselves and had even succeeded in making one of their own men temporarily president of the local when representatives of the corporation and the contractor held conferences with the union. These Chicago lathers distributed themselves among the different hotels and boarding houses where the other lathers were stopping, and in talks with them influenced their acts while on the job. In this way they were able to control the amount of work each man would do. He cited as an instance the case of one lathing contract where they put on only 15 boards a day because the contractor several years before had employed scabs and they soon forced this contractor off the job. He also stated that on another Government job he knew about, lathers had put on as few as 15 plaster boards in a day of 12 hours when they should have put on more than 100 boards.

Another aspect of the labor situation which hindered or interfered with progress in the construction of houses by the corporation, and particularly prior to the signing of the armistice, was the deterioration in the quality of the workers. It was impossible to secure a sufficient number of employees to man fully any of the projects, and the workers that were secured did not accomplish as much work as the same number would have performed in the same length of time prior to the war. This deterioration in the quality of the workmen secured was felt all

along the line, from the highest skilled craft down to common labor. The explanation is largely to be found in the economics of the situation.

So great was the depletion in the ranks of all skilled building crafts by the demand of the Government for men to serve in strictly military occupations of the Army and Navy that large numbers of apprentices and semi-skilled workers had to be crowded into the places thus vacated. Of course, this lowered the general standard of skill in practically every craft. This tendency also drew the best common laborers out of that class and the places of these were in turn filled by workers who under ordinary conditions would never have been able to secure continuous employment. In many cases this common labor was only a little better than no labor at all, and this can be said to be the only justification for its use. No other labor was to be had. This is the real explanation of the quite general complaint heard frequently during the war that "labor is a slacker," "labor is lying down on the job," and "labor is not putting forth its best efforts to win the war." The real fact is that much of the best and most skilled labor was in the ranks of soldiers and sailors and that labor which remained in its usual occupations was so greatly diluted with semi-skilled and common laborers that deterioration in average quality was inevitable. This also largely explains the general complaint that higher wages had to be paid labor for less work, the regular rates in the various crafts not only having been maintained but generally increased.

The poor quality of the common labor prior to the signing of the armistice was conspicuous on most of the housing projects. Nearly always common labor was unobtainable in the locality of the project and it was usually brought from a distance. When not pruned carefully before shipment these consignments would contain many men who were too light physically for "pick and shovel work." It is estimated that with car fare, employment agency expenses, and other items it cost over \$10 a man to provide the contractor with this "floating" labor. This average cost was high because such labor seldom remained on any one project for more than a week or ten days and then passed on to some other project.

An interesting phase of the economics of this labor situation was the resort of the corporation whenever possible to the introduction on housing projects of machinery, and especially of the steam shovel to do the work of common laborers. In other cases teams of horses and scrapers were used in excavating work which under normal conditions might have been done by the employment of common labor.

B-6-A]

B-6-A-R

A-6-B-20



A-5-A-14

A-6-B-22-R



QUINCY, MASS.

(Arnold Street Tract.)

Type A-5-A, Five-room Detached House.

Type A-6-B, Six-room Detached House.

Types B-6-A and B-6-A-R, Semidetached Six-room Houses.

(See Vol. II, pp. 328-329.)

B-6-B-34

B-6-B-54



B-6-C



QUINCY, MASS.

Types B-6-B and B-6-C, Semidetached Six-room Houses.
(See Vol. II, p. 330.)

LABOR TURNOVER ON HOUSING PROJECTS.

Of all the economic forces at work upon labor during the war resulting in hindrances or obstacles to progress in house construction probably the most serious were those that culminated in excessive labor turnover. Throughout this period there was a wild competition for labor which resulted in offering higher wages, longer hours of work, and such terms of employment as bonuses, board and lodging, transportation, and so on, all of which have been discussed in the preceding pages, and all of which affected the labor turnover. But in addition to these powerful factors, which usually operated upon large bodies or groups of men collectively, there were the hundred and more specific or personal forces operating upon the workers individually. These resulted in "a strike" of the individual worker, in contrast with a strike by a craft or by the entire force of employees, and in their cumulative effects in depriving a project of a sufficient number of men were quite as injurious as the group or craft strike.

"Labor turnover," then, is simply another term for "a strike" against the job carried on independently and upon his own initiative by the individual worker, as distinguished from a strike conducted by a particular trade or by all the employees in concert. Probably at no time in the history of the industrial development of the United States were these individual "strikes" more numerous than during the period of the European war. The turnover of labor was unprecedented and the explanation of its causes ramify far back into the economic forces at work producing our labor problem. This individual strike is difficult to control, its causes are perplexing in their ramifications, and he who would propose a remedy must be in possession of a greater amount of more accurate data than is now available on the subject. A discussion of this phase of the work by the Industrial Relations Division is not here possible for these reasons, but also for the reason that it would require a great deal more space than can be allotted to it. A large amount of valuable information on the subject has been gathered by the division and it is suggested that this should be worked over by some other branch or bureau of the Department of Labor.

The first essential in any problem of labor turnover is, of course, the ascertainment of the facts. To this end a blank schedule was prepared by the division and sent to the works superintendent on each housing project with instructions that signed daily reports on the same be made to the division. This schedule provided for the designation and location of the pro-

ject and the date of the report; also the total number of employees on the pay roll and the total number at work. The employees taken on that day were to be separated into "new" and "rehired." The employees discontinuing work on the project were to be reported as having "quit" or as having been "fired." These in turn were to be separated according to the reason, such as, for quitting, "better position," "sickness," "transferred," "work elsewhere," "to get cash," "wage scale," "housing conditions," with three blank lines for other reasons. Those "fired" were to be reported under such reasons for this action as "laziness," "drink," "incompetence," "back talk," with three blank lines for other causes. Space was provided on the schedule for remarks by the reporting official.

These reports were made use of by the division not only for gauging the causes of unrest and discontent but also for a much more practical purpose in measuring the proportion of turnover on various projects at different times. They enabled a close watch to be kept on employments and dismissals and permitted almost immediate steps being taken to remedy conditions producing an unusual amount of turnover. In such cases a personnel representative was stationed on the project with instructions to ascertain the exact cause in every case of employees leaving, whether voluntarily or because of dismissal, and to aim to reduce the turnover. Quite frequently satisfactory results were obtained by changing the employment of a worker, or by placing him under a different foreman, and in other ways many men were kept on the particular project who otherwise would have left or been discharged.

An extract from a report of one of these personnel representatives of the division is enlightening: "Within six weeks out of 450 men that wanted to quit this project and go elsewhere for various causes, primarily because they thought they could do better elsewhere, I have been able to retain 385. The remaining 65 gave such reasons as sickness at home, being too far away from home, and the like, that I did not feel justified in persuading them to remain."

Summarized reports from other personnel representatives as to the various causes of turnover are also deserving of attention. These are as follows:

"Finding the turnover on this project unusually large, I undertook to find out from inquiries among the employees in the bunk houses the reasons for it. Some are leaving because the commissary was conducted on the new cafeteria style and the men wanted instead the old-fashioned dining room with the food put on the tables, where the extra hungry can get their fill without extra cost, and good solid food (corn beef and cabbage receiving favorable mention). Others are leaving because they are not used to pick and shovel work, others are floaters; still others inefficient, these

latter resulting from scouts aiming for numbers rather than quality. Influenza has also played an important part."

"The turnover problem on this project has its roots in the indiscriminate discharge or 'firing' of workers by foremen and subforemen, the authority to dismiss, which is lodged with the foremen and subforemen, resulting in the discharge of workers often for trivial reasons. This is largely due to a defective discharge system of the contractor. He should be required to keep records showing the causes of dismissals. According to the present system in force on this project, it is impossible to find out the reason for an employee severing his connection with the job. If he leaves of his own volition he is as much 'discharged' as he is if he is 'fired' by the contractor. For illustration, if a man quits on account of sickness he is reported as 'discharged.' Again, if a worker finds himself in need of money during the week, being paid only every Saturday as long as he continues at work, he must cause himself to be 'discharged' in order to get his pay in the middle of the week. Such a 'discharge' may be rehired the following day under a different name."

"At the project there is not sufficient office force for computing time and for requiring all men to ring in and out at the beginning and close of the day's work. This results in disputes about time worked and in men leaving the project."

"The contractor's time checker is extremely discourteous. Whenever an error is made on a time card or when an employee comes to the office to purchase meal tickets at the commissary, or to receive part of his pay in advance, he is frequently mistreated, resulting in dissatisfaction among the men and their quitting the project."

"A serious cause of turnover on this project is the continuance by the Emergency Fleet Corporation of more working hours and overtime payment after other Government departments, following the signing of the armistice, have restored the 8-hour workday. The influenza epidemic is also a very important factor in turnover—either sickness of the workers themselves or members of the family."

"Workers are leaving the housing project for work inside plants and factories during the winter months. While they receive there less pay per hour, they are more certain of greater regularity in employment and are not so much affected by adverse weather conditions."

"Turnover on this project I find usually varies inversely with the degree of intelligence required for the class of work engaged in."

"The principal reason why it appears from my reports that so many carpenters are discharged is that laborers with little knowledge of tools accept employment as carpenters and soon, failing to make good, are dropped."

"The draft drawing men from various projects is a factor in turnover."

"In cases turnover is due to laborers being dissatisfied with straight pay for overtime work."

"The agent of another housing contractor is soliciting subcontractors and employees from our housing project here. We will give him our hearty cooperation but must insist that he stop offering our crew inducements to go with him."

"Chairman here of local war board, who is also a contractor, is taking our workmen and is very shy on supplying additional men to us."

"Nonessential industries are drawing men from this project with offers of higher wages and more overtime."

"Labor conditions in the Washington district are in the worst state since the beginning of the housing projects. Within the past two weeks (the report is dated October 14) there has been a general turnover in both common and skilled labor on practically all Washington construction projects. This heavy turnover has been due primarily to the fact that a construction company, having a contract with the War Department to erect 16 barrack buildings in Potomac Park, has ruthlessly gone after a supply of labor and through extraordinary inducements has drawn it from all the other Government projects, especially from the two housing projects. This contractor has offered work from 7 to 7 each day of the week to both skilled and unskilled labor, with double time after 8 hours on 5 week days and after 4 hours on Saturday, double time, of course, being paid for all day Sunday. One effect of this is that both housing projects are short in skilled carpenters and unskilled laborers. The contractor for the Army is erecting 48 two-story buildings, a mess hall and other various buildings, making a total of 52. Within a few days after beginning work this contractor had 450 carpenters and 100 common laborers employed on this project, and most of these were taken from Government projects already under way in the district. Carpenters are being paid 134 hours for 11 hours' work at 75 cents an hour, and, of course, double time after 4 hours on Saturday and 20 hours' pay for 10 hours' work on Sundays. Carpenters are paid for 100 hours a week and common laborers for 95 hours a week, the former at 75 cents an hour and the latter at 40 cents an hour."

Among the miscellaneous causes given by contractors on housing projects for the discharge of employees, compiled from some of the personnel reports to the division, are the following: Stealing, too young, disobeyed orders, smoking on job, refusal to join union, laid off for farm work, laid off because of no work (materials not at hand, or other work not caught up, or work completed), unsatisfactory work, homeless rovers, "no good," agitating among employees, disorderly conduct (fighting, drinking, gambling, etc.), loafing, laziness, injured, refused to work, sickness, arrested, death, not needed, left on account of holidays, unable to work, too slow, nonunion, not punctual, and dishonesty. Some of the reasons given by employees for quitting work, as recorded in the personnel reports, are as follows: Not satisfied with work, called by draft board, lacked experience, did not show up, picking corn, returned to his old work, recalled to former position, going to war, relative died, to go to school, for no reason, cold weather, rainy weather, work completed, wages garnisheed, laid off, to go home, not needed, on strike, reenlisting in the Army, leaving town, family reasons, business at home, honorably discharged for Army, wages cut, more attractive position secured, too far from home, not suited to work, moved out of town, reduction of force, injured, and influenza."

Absenteeism by employees on housing projects became such a serious problem that special investigations were made to find out the cause of it with the view of applying a remedy. The weekly time sheets disclosed the names of those men who were habitually absent for one or two or more days during the week. These were interviewed for the purpose of ascertaining the reason for their absence and what they did with their time during their absence. An effort was made to impress upon them the need of their country in war time for steadier attendance and in cases visits were made to the families of the men in order, if possible, to bring the home influence to bear to secure steadier work. Patriotic appeals were made to the chronic absentees and every effort was directed toward minimizing the turnover from this cause.

This absenteeism from work was a very important factor in retarding the rate of progress on the projects. For illustration,* one contractor on September 10, 1918, had 465 common laborers on his payroll, but only 356 were at work. Of the total of 465 laborers the number at work was 312 on September 5; 290 on September 6; 313 on September 7, and 333 on September 8. The records showed a drop in the number employed on Fridays and a heavy slump on Saturdays occurred almost regularly. The reason for this was found to be in the fact that the project, while in a bone-dry territory, was within an hour's ride of a large city where liquor was sold. Housing contractors could, of course, reduce their requirements for additional labor if this absentee question could be satisfactorily worked out. If absences could be prevented, naturally the requirements of the projects for more labor would decrease.

One explanation of this absenteeism was found to be in the fact that the workers, and especially common laborers, were earning nearly twice as much as before the war, and this wage more than covered the increase in cost of living. Many of these unskilled workers were negroes, who showed a disposition to lay off on Fridays and Saturdays because they had earned enough money the preceding four or five days to take care of all their wants.

It is important in this connection not to overlook the effect of the extension of the workday to 12 and 14 hours. Quite frequently it was reported to the Industrial Relations Division by contractors and works superintendents that the long hours each day and the work on Saturday afternoons and all day Sunday were resulting in the men laying off at least one day during the week and frequently much oftener. It is very much a question, in view of the results on

more than 50 housing projects, if the extension of overtime resulted in the accomplishment of a greater amount of work. There is no disputing the fact that it had the effect of decreasing the quality of the work whether or not it added to the quantity.

The signing of the armistice on November 11, 1918, at first had the effect of increasing excessively the labor turnover on housing projects. There was a sudden check in the tremendous speed to which the industrial machinery of America had been keyed up.

The heads of Government departments almost immediately adopted the policy of restoring at once on all operations directly controlled by the Government the 8-hour day and the 44-hour week, and instructions to this effect went out to most of the operations. The Housing Corporation notified its works superintendents to this effect; this action being taken on the assumption that all the other Government departments were to do likewise. Within a day or two, however, telegrams came pouring into the Industrial Relations Division from the various projects to the effect that the Emergency Fleet Corporation of the United States Shipping Board was continuing to operate on the overtime basis and that men were leaving the housing projects by the hundreds to secure this overtime. Revised instructions were therefore hurriedly sent to the works superintendents to conform for the present to overtime working conditions of competing Government projects if necessary to protect themselves in retaining their supply of workers.

In still another direction the Industrial Relations Division encountered difficulties in its efforts to establish and maintain the 8-hour workday on housing projects. This was in the direction of wage increases. The reduction in the number of hours worked cut out those extra hours for which time and one-half or double time was being paid and reduced materially the daily and weekly earnings of the workers. These demands for wage increases were usually for such amounts as would bring to the employees a daily wage equal to that earned by them under the overtime conditions.

The effects in this direction of establishing the 8-hour work day are reflected in the following abstracts of reports from works superintendents:

"Want authorization to establish 50 cents per hour for common labor. The present rate is 37½ cents. We are losing over 50 per cent of our common labor under the 8-hour rule. We have 20 cars of material on track at the present time. Will be unable to unload these cars unless you can give us authority to advance common labor scale. Rock Island conditions even worse, having 45 cars on track. Not having laborers

to unload these cars will entail a great deal of demurrage. We also recommend increases in rates of approximately 5 cents an hour to plumbers, electricians, painters, sheet-metal workers, and carpenters."

"To-day 28 of our laborers failed to appear because of a cut in wages, caused by the enforcement of the 8-hour day instruction. We feel that we will be unable to hold our laborers at the new low rate of wages per week, especially in view of the fact that there are other jobs being carried on in this city which employ a large number of laborers and to which this 8-hour day restriction does not apply. For instance, one large concern here is working its men 10 hours a day, including Saturdays and Sundays, at a rate of 47½ cents per hour straight time. The laborers on that job, therefore, receive a weekly wage of \$33.25. Under the new Government instructions of 44 hours per week, at the hourly rate of 50 cents, our laborers will be limited to a weekly wage of \$22. From this you can readily see that laborers will not stay on this project when they can obtain fully 50 per cent more wages per week by going elsewhere in the same city. We request authority to continue on a 10-hour basis for the present as an emergency measure because of the car congestion and also because of the great shortage of labor which we are now experiencing. It occurs to us that the lack of conformity in the application of the 8-hour day instructions is going to cause a serious hardship on not only this contract but also all other Government contracts which have to compete with other jobs on which laborers are allowed to receive overtime pay."

"Restoration of the 8-hour workday has caused discontent among the workmen not only on the housing project but also on all other work on the Navy reservation here. On November 14 about 18 carpenters and 15 laborers left the housing project without a word of warning, and others have threatened to quit to-day. This condition exists with other contractors in this vicinity. I would advise that some inducement be offered to the men to keep them here, and I think the only inducement that will be acceptable to them is a chance to make more than the ordinary weekly pay. Conditions at this place at best are not very attractive and I think something should be done at once to encourage the men to stay."

"On account of the restoration of the 8-hour day basis with the elimination of all overtime work and pay, our labor shortage is increased and we are now in need of 300 laborers and 200 carpenters."

"This project to-day lost 30 laborers and 14 carpenters as a result of instructions to reduce working hours and eliminate overtime pay."

"Common labor very much dissatisfied and quitting in bunches since notice of the 8-hour workday has been put into effect by your telegram of November 13. Ordinary labor here on all private work and housing work from the start has always worked 9 and 10 hours a day, and I believe that this should be continued on the housing project. Most of these men have been shipped in and were promised a minimum of \$4.12½ a day of 10 hours, the basic rate per hour of 8 hours being 37½ cents. If your telegram of November 13 is to be followed to the letter these men will only draw \$3 a day, and for this reason are quitting work. Will you wire permission to keep common labor on the work, the same as is being done on private work and in all factories in this locality, or can we advance labor so that they will receive a minimum of \$4.12½

for 8 hours' work? Wire immediately, as men are continuing to leave for other points or to work in shops and factories here."

While the immediate effect of the signing of the armistice on the labor turnover on housing projects was to increase it excessively, as soon as conditions became stabilized this turnover decreased strikingly. This condition was anticipated by the Industrial Relations Division, and with the view of allaying the alarm created by the excessive turnover the following statement was issued to all contractors and works superintendents:

The signing of the armistice will naturally bring about very soon a considerable change in the entire labor situation. This will have a more or less advantageous effect upon the possibility of your securing and retaining an adequate supply of labor for your projects. The action of the Housing Corporation as regards many of its projects will also affect the labor situation. The discontinuance of work by many Government departments will no doubt also ease up the labor supply, as well as also the instructions issued by practically all the Government bureaus for the reestablishment of the 8-hour day and the 44-hour week. The change in the military situation as to the operation of the draft law will, of course, have somewhat the same effect.

I might add that there is less likelihood than heretofore of your being able to secure a supply of labor outside your own particular State and the probability is that hereafter you may have to depend largely upon your local labor market. I suggest that you make an effort to find out what Government industries in your vicinity are easing up in their operations and are likely to lay off men. From these sources you should be able to secure the labor of which you are in need.

The situation as to the labor supply that soon followed the signing of the armistice is reflected in these reports to the division:

"One thousand men were laid off last week and 7,000 men are to be discharged the coming week. These dismissed employees are from the general industries of the town. The cancellation of Government contracts is being anticipated and this is already bringing about a relatively large amount of unemployment. This, of course, will help the housing project and there should be no scarcity in labor from now on."

"We have been weeding out the inefficient laborers, so that now we have a fairly good force of workers. Sixty more came in today and we are having no trouble now in securing all the men we need. Today one could feel that for the first time since the project started work was progressing at a good rate, everybody was busy, cellars were being dug, forms erected, houses framed, boring and blasting going on, cars being unloaded, and other work progressing satisfactorily."

STATISTICS OF EMPLOYMENT.

From the daily personnel reports to the Industrial Relations Division as to the labor status on housing projects the division compiled and transmitted each week to the executive officers and heads of divisions of

the corporation a combined report showing the total number of men on the pay rolls and at work. One of these reports, that of March 22, 1919, is as follows:

Labor status on all projects, Mar. 22, 1919.

Project.	Number of men on pay roll.	Number of men at work.	Difference.
Aberdeen, Md.	264	163	101
Alliance, Ohio	142	139	3
Bath, Me.	354	324	30
Bridgeport, Conn.	1,600	1,513	87
Davenport, Iowa	693	652	41
Erie, Pa.	714	666	48
Hammond, Ind.	114	114	(1)
Indianhead, Md.	296	296	(2)
Moline and East Moline, Ill.	802	639	163
New Brunswick, N. J.	729	722	7
New London, Conn.	747	714	33
Newport, R. I.	71	69	2
Niagara Falls, N. Y.	740	559	181
Norfolk, Va.	993	978	15
Philadelphia Navy Yard	2,357	2,114	243
Quincy, Mass.	982	849	133
Washington, D. C., Plaza	151	132	19
Waterbury, Conn.	275	235	40
Watertown, N. Y.	287	287	
Total	12,311	11,165	1,146

Labor status on all projects—Weekly summary of employment from Oct. 26, 1918, to Mar. 15, 1919.

Week ending—	Number of men on pay roll.	Number of men at work.	Difference.
Mar. 15, 1919	13,491	12,038	1,453
Mar. 8, 1919	14,535	13,147	1,388
Mar. 1, 1919	14,273	10,310	3,963
Feb. 22, 1919	14,077	11,169	2,908
Feb. 15, 1919	14,277	10,568	3,709
Feb. 8, 1919	15,276	12,754	2,522
Feb. 1, 1919	15,469	13,688	1,781
Jan. 25, 1919	15,621	13,558	2,063
Jan. 18, 1919	15,632	12,041	3,591
Jan. 11, 1919	15,173	12,972	2,201
Jan. 4, 1919	13,178	11,030	2,148
Dec. 28, 1918	16,991	14,836	2,155
Dec. 21, 1918	19,369	16,678	2,691
Dec. 14, 1918	17,396	13,151	4,245
Dec. 7, 1918	16,170	14,164	2,006
Nov. 30, 1918	15,312	12,690	2,622
Nov. 23, 1918	14,642	12,211	2,431
Nov. 16, 1918	13,574	11,279	2,295
Nov. 9, 1918	12,436	10,730	1,706
Nov. 2, 1918	11,666	10,405	1,261
Oct. 26, 1918	8,929	8,057	872

¹ Report of Mar. 21; last report received.

² Report of Feb. 12; last report received.

³ Report of Mar. 17; last report received.

⁴ Report of Mar. 12; last report received.

WAGES AS A FACTOR IN THE DETERMINATION OF RENTALS.

Among the many subjects the Industrial Relations Division was instructed by the Housing Corporation to investigate and report upon was that of wages earned by the class of workmen that was to rent the corporation's houses. These houses were being built

in all parts of the country, from Bath, Me., to Mare Island, Calif., principally in the northern sections, and with the factors affecting rentals varying in these different districts. Probably the most important of these varying factors were wages, depending not only upon the section of country but also upon the kind and character of the industry in which the probable tenants were employed. In cases these were Army arsenals, Navy yards, Army and Navy proving grounds, Navy torpedo stations, Army aviation plants, bag-loading plants, and factories for the manufacture of gun carriages, small arms, cannon, powder, munitions, shells, and the like. It was recognized by the corporation that while the wages received by these employees were not the determining factor in fixing rentals, they were nevertheless a very important element in the problem to which consideration had to be given.

This recognition by the corporation of wages as a factor in the fixing of rentals is indicated in the statement issued on the subject by the Operating Division. This statement said:

"In order that there may be a better understanding on the part of prospective tenants of houses owned by the United States Housing Corporation as to the method by which the rents of these houses are fixed, we beg to say that before a scale of rents is determined upon inquiries are made among business and labor interests in the locality, and special representatives are sent from Washington to interview the wage earners and ascertain local and economic conditions.

"While the prevailing scale of rents in the various localities is always an important consideration, it is not necessarily a controlling one, because in some cases we have found that such rents represented profiteering. The scale of rents finally adopted is usually a compromise; on the one hand, we do not want to ask such low rents as to amount to an act of charity to the wage earner; on the other hand, we do not ask as high rents as local profiteers are asking. It is possible that some of the rents that the Government fixes on its houses will be found, in practice, to be too high or too low, in which case a modification will have to be made, but wage earners generally can be assured that the Government, while interested in showing that it is capable of conducting a business transaction in a businesslike way, does not propose to take advantage of its tenants."

For these studies the employees in the industries located adjacent to or nearby the housing project for whom the houses were being erected were divided into groups according to wage-earning ability as follows: Earning less than \$20 a month; between \$21 and \$25; between \$26 and \$30; between \$31 and \$35; between \$36 and \$40; above \$40. It was assumed that the monthly rental should be gauged roughly on the basis of one-fifth of the employees' monthly wages.

Mr. Lynne K. Lewis' report for Bridgeport follows:

"An examination of the pay rolls of 10 leading industries in Bridgeport, Conn., employing 26,549 men, furnishes the following information: Eleven per cent of the men earn from \$15 to \$20 per week and can pay a rental of not over \$16 per

month; 27 per cent of the men earn from \$21 to \$25 per week and can pay a rental of not over \$18; 28.5 per cent of the men earn from \$26 to \$30 per week and can pay a rental of not over \$22; 19 per cent of the men earn from \$31 to \$35 per week and can pay a rental of not over \$27; 8.5 per cent of the men earn from \$36 to \$40 per week and can pay a rental of not over \$30; 6 per cent of the men earn over \$40 per week and can pay a rental of \$35 or over.

"It follows that 33.5 per cent of these employees, or, approximately, 8,699, can afford a rental of \$27.50 per month or more. Since housing accommodations for only 1,200 families have been planned, it will be seen that there are many more men with ability to pay \$27.50 and over than there are houses or apartments. Using the absolute numbers representing the above percentages, we have the following: 5,042 men can afford to pay \$27.50 per month; 2,243 men can afford to pay \$30 per month; 1,414 men can afford to pay \$35 per month.

"A statement follows showing how these 8,699 men are divided between the 10 industries investigated, with the number in each able to pay the respective rentals:

Wages above \$30 per week earned in 10 representative concerns in Bridgeport, Conn.

Company.	Total employed.	Number receiving specified wages per week.		
		\$31 to \$35.	\$36 to \$40.	Over \$40.
Remington Arms.....	6,880	1,191	643	600
Singer Manufacturing Co.....	1,750	450	500	100
Bridgeport Brass Co.....	2,021	205	62	39
Locomotive Co.....	1,900	300	200	100
Warner Bros.....	347	21	19	8
Crane Co.....	2,476	316	292	142
Bullard Cos.....	2,160	455	272	187
Lake Torpedo Co.....	1,815	554	55	138
American Tube & Stamping Co.....	2,200	550	200	100
Union Metallic Cartridge Co.....	5,000	1,000		
Percentages of total.....	25,549 100	5,042 19	2,243 8.5	1,414 6

"Approximately two-thirds of the total number of 26,549 employees whose weekly wages were ascertained do not earn a sufficient wage to permit them to rent any of the houses if a minimum rental of \$27.50 is established. Of these 15,850 for whom provision has not been made, 7,579, or 28.5 per cent, earn between \$25 and \$30 a week; 7,246, or 27 per cent, from \$21 to \$25 a week; and 3,025, or 11 per cent, \$20 or less a week.

"Of the total of 26,549 wage earners whose wages are reported upon, about 17,431 are employed by six companies whose workers are most likely to occupy Housing Corporation houses. These six companies, their total employees, and the wages earned, by groups, are presented in the following table:

Wages earned in six representative concerns in Bridgeport, Conn., whose employees are likely to occupy U. S. Housing Corporation houses.

Company.	Total employed.	Number of employees receiving specified wages.					
		Under \$20.	\$21 to \$25.	\$26 to \$30.	\$31 to \$35.	\$36 to \$40.	Over \$40.
Remington Arms.....	6,880	1,053	1,933	1,480	1,191	643	600
Locomotive Co.....	1,900	300	600	400	300	200	100
Crane Co.....	2,476	346	421	959	316	292	142
Bullard Cos.....	2,160	268	522	456	455	272	187
Lake Torpedo Co.....	1,815	225	503	340	554	55	138
American Tube & Stamping Co.....	2,200	525	125	700	550	200	100
Total.....	17,431	2,717	4,104	4,315	3,366	1,662	1,267

"Taking each of these companies separately, the following information is presented:

Weekly earnings.	Number employed.	Per cent of total.	Rental.
REMINGTON ARMS CO.			
Under \$20.....	1,053	15	\$16.00
\$21 to \$25.....	1,933	28	18.00
\$26 to \$30.....	1,480	21	22.00
\$31 to \$35.....	1,191	18	27.50
\$36 to \$40.....	643	9	30.00
Over \$40.....	600	9	35.00
Total.....	6,880	100	
LOCOMOBILE CO.			
Under \$20.....	300	16	16.00
\$21 to \$25.....	600	32	18.00
\$26 to \$30.....	400	20	22.00
\$31 to \$35.....	300	16	27.50
\$36 to \$40.....	200	10	30.00
Over \$40.....	100	5	35.00
Total.....	1,900	100	
CRANE CO.			
Under \$20.....	346	14	16.00
\$21 to \$25.....	421	17	18.00
\$26 to \$30.....	959	39	22.00
\$31 to \$35.....	316	12	27.50
\$36 to \$40.....	292	12	30.00
Over \$40.....	142	6	35.00
Total.....	2,476	100	
THE BULLARD CO.			
Under \$20.....	268	12	16.00
\$21 to \$25.....	522	25	18.00
\$26 to \$30.....	456	21	22.00
\$31 to \$35.....	455	21	27.50
\$36 to \$40.....	272	12	30.00
Over \$40.....	187	9	35.00
Total.....	2,160	100	
LAKE TORPEDO CO.			
Under \$20.....	225	12	16.00
\$21 to \$25.....	503	28	18.00
\$26 to \$30.....	340	18	22.00
\$31 to \$35.....	554	30	27.50
\$36 to \$40.....	55	3	30.00
Over \$40.....	138	9	35.00
Total.....	1,815	100	
AMERICAN TUBE & STAMPING CO.			
Under \$20.....	525	22	16.00
\$21 to \$25.....	125	6	18.00
\$26 to \$30.....	700	32	22.00
\$31 to \$35.....	550	25	27.50
\$36 to \$40.....	200	10	30.00
Over \$40.....	100	5	35.00
Total.....	2,200	100	

"As a check on the earnings of these six companies, similar information is presented below for four other companies whose employees are less likely to occupy Housing Corporation houses:

Weekly earnings.	Number employed.	Per cent of total.	Rental.
UNION METALLIC CARTRIDGE CO.			
Under \$20.....			\$16.00
\$21 to \$25.....	2,000	40	18.00
\$26 to \$30.....	2,000	40	22.00
\$31 to \$35.....	1,000	20	27.50
\$36 to \$40.....			30.00
Over \$40.....			35.00
Total.....	5,000	100	
SINGER MANUFACTURING CO.			
Under \$20.....			16.00
\$21 to \$25.....	200	12	18.00
\$26 to \$30.....	500	28	22.00
\$31 to \$35.....	450	26	27.50
\$36 to \$40.....	500	28	30.00
Over \$40.....	100	6	35.00
Total.....	1,750	100	

Weekly earnings.	Number employed.	Per cent of total.	Rental.
BRIDGEPORT BRASS CO.			
Under \$20.....	193	9.5	16.00
\$21 to \$25.....	846	42	18.00
\$26 to \$30.....	676	33.5	22.00
\$31 to \$35.....	205	10	27.50
\$36 to \$40.....	62	3	30.00
Over \$40.....	39	2	35.00
Total.....	2,021	100	.....
WARNER BROS.			
Under \$25.....	115	33	18.00
\$26 to \$30.....	96	27	18.00
\$31 to \$35.....	88	25	22.00
\$36 to \$40.....	21	6	27.50
Over \$40.....	19	5	30.00
Total.....	347	100	.....

"A summarized table of the preceding is presented below:

Wages earned in 10 representative concerns in Bridgeport, Conn.

Company.	Total employed.	Number receiving specified wages.					
		Under \$20.	\$21 to \$25.	\$26 to \$30.	\$31 to \$35.	\$36 to \$40.	Over \$40.
Remington Arms.....	6,880	1,053	1,933	1,460	1,191	643	600
Singer Manufacturing Co.....	1,750	.....	200	500	450	500	100
Bridgeport Brass Co.....	2,021	193	846	676	205	62	39
Locomobile Co.....	1,900	300	600	400	300	200	100
Warner Bros.....	347	115	96	88	21	19	8
Crane Co.....	2,476	346	421	959	316	292	142
Bullard Cos.....	2,160	268	522	456	455	272	187
Lake Torpedo Co.....	1,815	225	503	340	554	55	138
American Tube & Stamping Co.....	2,200	525	125	700	550	200	100
Union Metallic Cartridge Co.....	5,000	.....	2,000	2,000	1,000	.....	.....
Total.....	26,549	3,025	7,246	7,579	5,042	2,243	1,414

"Regrouping this information according to specified rentals the following important statistical results are obtained:

Houses, rentals, and possible occupants, Bridgeport, Conn.

Rentals.	Number of houses.	Number of possible occupants.	Name of company.
\$27.50	20	1,191	Remington Arms Co.
		450	Singer Manufacturing Co.
		205	Bridgeport Brass Co.
		300	Locomobile Co.
		21	Warner Bros.
		316	Crane Co.
		455	The Bullard Cos.
		554	Lake Torpedo Co.
		550	American Tube & Stamping Co.
		1,000	Union Metallic Cartridge Co.
		5,042	
30.00	156	643	Remington Arms Co.
		500	Singer Manufacturing Co.
		62	Bridgeport Brass Co.
		200	Locomobile Co.
		19	Warner Bros.
		292	Crane Co.
		272	The Bullard Cos.
		55	Lake Torpedo Co.
		200	American Tube & Stamping Co.
		2,243	
35.00	50	600	Remington Arms Co.
		100	Singer Manufacturing Co.
		39	Bridgeport Brass Co.
		100	Locomobile Co.
		8	Warner Bros.
		142	Crane Co.
		187	The Bullard Cos.
		138	Lake Torpedo Co.
		100	American Tube & Stamping Co.
		1,414	
	226	8,699	

Houses, rentals, and possible occupants, Bridgeport, Conn.—Continued.

CONSOLIDATED TABLE.

Rentals.	Possible occupants.	Name of company.
\$27.50 to \$35.00.....	2,434	Remington Arms Co.
	1,050	Singer Manufacturing Co.
	306	Bridgeport Brass Co.
	600	Locomobile Co.
	48	Warner Bros.
	750	Crane Co.
	914	The Bullard Cos.
	747	Lake Torpedo Co.
	850	American Tube & Stamping Co.
	7,699	

"The difference between the totals of 7,699 and 8,699 is explained in the fact that the Union Metallic Cartridge Co. shows no employees whose earnings enable them to rent any of the houses whose minimum rental is above \$27.50.

"The above information was obtained by personally interviewing the officials of 15 of the leading industries particularly charged with the responsibility of providing adequate housing facilities for the workers of the industries under consideration. About 40 per cent of the workers most urgently needing homes are variously classified as laborers, beginners, etc., requiring houses at a rental of not more than \$18 per month, for whom none of the houses now under construction will be suitable. These houses are being constructed primarily for the machinists, skilled and semi-skilled workers, and these are being handsomely paid in high wages. The proposed rentals are easily within the reach of the tenants who are likely to occupy the houses, and they compare favorably with rentals of similar houses and apartments in the section of the city.

"Before closing it might be worth while to call attention to the economic phase of the use of these new houses. They were constructed upon the theory that the man to be taken care of particularly was the skilled mechanic—that if these mechanics were properly housed in new dwellings it would release a number of the older houses for the use of those not so well paid. This theory, however, is not working out in practice, for there has been a constant stream of new workers of all classes, and the skilled mechanics, being well paid and willing to pay liberally for comfortable accommodations, have forced up practically all the rents of the city to a very high level, working a hardship on the unskilled laborers, clerks, and those working on a purely salary basis. There is a growing feeling here now that possibly a mistake has been made in not providing houses that will rent for less than \$20 per month, as fully 40 per cent of the demand for houses arises from classes of workers able to pay about this amount. While some of the laborers are making from \$25 to \$30 per week their habits of living and all past experience makes them unwilling to pay over \$15 to \$18 per month; moreover, they would not fit well into some of the sections where the corporation is now building. I would strongly urge that some consideration be given to the building of these cheaper houses. If no accommodations are provided for the poorer foreign element they concentrate in the older sections of the city, where they live in uncomfortable and dirty quarters that are conducive to unsanitary and unhygienic conditions."

The result, in brief, of this investigation of wages earned by employees of industries at Bridgeport, Conn., shows that many more are amply able to pay

rentals ranging from \$27.50 to \$35 a month than there are houses of the corporation to be rented at these assumed rates. This, as a general statement, applies with equal force to all the housing projects of the corporation.

SALARY INCREASES AND PROMOTIONS FOR CORPORATION EMPLOYEES—OTHER ACTIVITIES OF THE DIVISION.

CLASSIFICATION OF OFFICE EMPLOYEES.

The field of operation of the Industrial Relations Division was not confined to the labor problems arising out of the employment of thousands of men by contractors on housing projects. Problems of employment and management necessarily arose within the corporation itself, requiring as it did the services of thousands of men and women in all the varied activities of an extensive organization which directed the expenditure of over \$60,000,000. One of these problems was the classification of non-technical employees receiving salaries of \$2,000 and less a year, and the formulation of rules and methods governing increases in salaries, promotions, and conditions of employment. This problem was placed in the hands of a committee of three, consisting of the manager of the Industrial Relations Division as chairman, Miss Harlean James, executive secretary, and Mr. Julius Tuckerman, chief clerk.

TIME CLOCKS.

At least one other of the numerous subjects the Industrial Relations Division was directed to investigate and report upon should be referred to in some detail as illustrative of the varied character of its field of activity. This had to do with the operation of so-called time clocks on the housing projects for checking in the men when they reported for work in the morning and checking them out at the close of the day's work. At first these time clocks were installed on virtually all the projects. But they were not in operation very long before general complaints against their use arose among the employees on most of the projects. An investigation of these complaints disclosed the following conditions, as reported by special representatives of the division.

"Where several thousand men are employed it takes considerable time, even though a large number of clocks are used, for them to check in and out, particularly in inclement weather. Naturally the men complain of the loss of time necessitated by the 'waiting period.' Checking in on the work at the morning hour and out again for lunch and in at lunch and out again in the evening occasions delay on the operation and personal annoyance to the employees that is not conducive to progress or discipline.

"One experienced contractor expresses his belief as follows: 'We do not believe time clocks are practicable for construction

work, especially in the winter time, and we believe they are looked upon as a grievance by building-trade workers. The system requires them to put in a lot of extra time on the job to check in and out. We believe that the time-clock system is very unsatisfactory to workmen and that they will prefer to work on projects where the time-clock system is not in use. We feel that the adoption of this system on our project will **make it unnecessarily difficult to secure the proper class of men and to retain them even if we are fortunate in securing them.**'

"On some projects too few clocks are being used, necessitating a loss of time anywhere from 20 to 30 minutes to some of the men. At first, this time was taken from the men, but it **was recognized as being unjust, and instructions were given to the works superintendent to have the checking in and out done on the corporation's time.** In other instances the location of the clocks on the project was so far away from the point nearest to the homes of the men that they had to go some distance out of their way to get to the clock in coming from their homes to the project. This situation will be remedied by recommendation to supply more clocks and rearrange their location. Other difficulties are encountered because of jealousy among the members of the various crafts as to their 'right' to check in and out before members of other crafts and in all cases before common laborers. Members of some unions flatly refused to check in and out on the work by the time-clock system and left the project to secure other employment. This opposition on the part of employees to the use of the time-clock method is serious enough to receive immediately attention from the division."

On the Moline, Ill., project the representative of the carpenters' union declared it was impossible for the members to deviate from the rule in their constitution in regard to time clocks. To meet the direction, the brass-check system was suggested, to which the bricklayers objected. The carpenters' representative claimed that it took too much time "to walk to the clock to ring out; that they had done away with the brass-check system at the Rock Island Arsenal and were using paper checks instead, which were found to be more satisfactory." The works superintendent proposed that if the distance was too great, sufficient time would be allowed by the contractor.

The report of the special representative as to the situation on the Bridgeport, Conn., project recommended that "a different time system be installed on the Crane tract. It now takes the men from 20 to 25 minutes to ring in and out. This could be improved by having more clocks and more lines, with the number to each line posted on signs at the entrance; or the metal-tag system is much quicker. Any improvement simplifying the timekeeping or paying-off systems would also be a distinct advantage to this project."

On some of the projects men would quit work sometimes as early as half an hour before the regular checking-out time in order to be among the first in line. This was stopped by "docking" the wages of these employees when caught by the contractor's representative, and on one project in particular a strike for an entire day occurred in consequence of a dispute growing out of the enforcement of this penalty. Where the system was indisputably bad, the time clocks were withdrawn and another system of checking up the employees when they reported to begin and to quit work for the day was put into effect.

But the time-clock system did not work badly on all projects. For instance, this report was made to the division: "This project still uses the time-clock method of checking in

and out, but the numbers of the men are well subdivided and the method is as rapid as can be under this system. All the men seem to be able to check in or out in about 5 to 8 minutes."

SPECIAL LABOR CANVASS.

Another investigation by the Industrial Relations Division was directed toward ascertaining the approximate number of men and women already living in the vicinity of a proposed housing project for a bag-loading plant, who would likely work in the plant upon its completion, as well as the number of the construction force at work erecting the plant who would likely remain there as operatives. The locality was in an open, thinly-settled country district, from which it was evident that no appreciable number of workers could be drawn. Near by, however, was a city population. A pressing demand for labor was found to be operating upon it, at the lowest estimate 6,000 workers of all classes being urgently needed in the district. Even if it had been possible to have transferred employees from its nonessential industries, there would not have been enough men to have supplied the demands of the immediate section of the city, and, of course, no surplus for the locality where the houses were to be built. A census of the manpower of the district made through the State farm labor bureau also showed an acute labor shortage in the vicinity of the proposed project, all the available labor supply having been drawn away, so that the farmers themselves were in a critical condition as regards labor. Efforts of the Y. M. C. A. interstate committee to secure a number of older boys to work on the farms in place of the men who had gone into the industrial field had proved negligible. Even a house-to-house canvass through that entire section had been made without appreciable results, as had also strong appeals in moving-picture theaters and by means of letters to ministers and leading merchants. A study of the transportation facilities disclosed that they were wholly inadequate for the needs of the section. The sum and substance of this investigation was the conclusion that practically all the operatives needed by the bag-loading plant upon the completion of its construction would not only have to be brought into the locality from distant points but that they would also have to be provided with housing accommodations.

OTHER INVESTIGATIONS.

Activities of the division also included investigations and reports on rent profiteering in Washington; welfare work among Housing Corporation employees;

labor conditions in New England and New York; constitution and by-laws and preliminary organization of a Housing Corporation club; observance by contractors of the provisions of contracts covering protection and safeguards to employees; fire hazard in the Housing Corporation office building; social agencies for assisting Housing Corporation employees; possibilities of colored labor supply in the Southern States as a source for workers on housing projects; characteristics of the local labor supply at various points; workingmen's compensation provisions on Housing Corporation projects; recreation facilities for workingmen; welfare work for building operatives; and so on.

Such other matters as the following also came under the jurisdiction of the division: The adjustment of wage claims of employees against contractors; interpretation of the rules of labor unions in their application to housing projects; rulings in scores of individual cases as to payment of transportation of employees to and from the projects; responsibility of contractors for hospital and funeral expenses of employees; discrimination against the employment of Jews by housing contractors; complaints against contractors of nonconformity with union-labor regulations; the discharge of employees; complaints of United States Employment Service against contractors for alleged violations of its regulations; wage-payment systems of contractors; jurisdictional disputes between building crafts; relation of superintendents and foremen to union employees; jurisdiction as between contractor and labor union over specified official positions on projects; privileges of the "walking delegate" of labor unions on housing projects; and so on.

PERSONNEL.

The complete organization of the Industrial Relations Division, excluding the office personnel, follows:

Manager: Frank J. Warne, Washington, D. C.

Assistant manager: Darrell H. Smith, Glen Ridge, N. J.

Special representatives: James T. Young, Philadelphia, Pa.; B. F. Baker, New York City, N. Y.; Lynne K. Lewis, Philadelphia, Pa.; James W. Mason, Cleveland, Ohio.

Welfare directors: Carl Beck, New York City, N. Y.; Sam Trachtenberg, New York City, N. Y.; J. F. Trazzare, Atlanta, Ga.; C. W. Kinney, Bethlehem, Pa.; E. A. Shields, Bethlehem, Pa.

Field agents: John J. Lynch, Boston, Mass.; Charles B. Puglisi, New York City, N. Y.

Statistician: Clara Ella Lang, New York City, N. Y.

FRANK J. WARNE,

Manager, August 3, 1918, to July 31, 1919.

APPENDIX XIV.

OPERATING DIVISION.

Organization and purpose—Statistics of property management—Selection of tenants—Rent collection and inspection—Community facilities—Cafeterias and hotels—Rental policy—Suggestions to tenants—Sample weekly reports—Description of properties—Lease forms.

Furniture and Equipment Section—Purchase of equipment—Installation of furniture.
Insurance Section—Fire protection.

ORGANIZATION AND PURPOSE.

The Operating Division was organized in July, 1918, to carry out the original provisions of the bill creating the United States Housing Corporation, which not only had charge of the construction of houses that appeared to be necessary but the operation of these houses upon completion. This division also took charge of all buildings constructed or otherwise acquired by the Housing Corporation and was responsible for the proper care of the completed properties in order that a reasonable return might be made on the investment and undue depreciation avoided.

Taking this into consideration, its first duties were to approve of the plans of the various projects from the operating point of view. This approval was based on the knowledge of the habits of living of the prospective tenants in the various communities. The next function was to purchase the furniture and equipment necessary for the dormitories, cafeterias, and hotels. It also created an organization of men who had a knowledge of the operation and management of real estate properties and they were chosen to act as operating representatives. The division was also represented on the committee on comman-

deered houses, and supervised the operation of those houses.

The original organization of the Operating Division consisted of a manager, two assistant managers, a furniture and equipment section, a commissary branch, and a community facilities branch. Shortly after the signing of the armistice the two latter branches were closed and the number of assistant managers was reduced to one. The furniture and equipment section has since been transferred to the custodian of salvaged property. The insurance section has been transferred to the Operating Division from the Fiscal Division, and a landscape architect from the town planning division, leaving the organization and executive personnel on July 1, 1919, as shown in Appendix III.

STATISTICS OF PROPERTY MANAGEMENT.

This division is now managing through its operating representatives properties in projects in 27 places throughout the country. These buildings are completed and accommodate 5,995 families. In many cases the houses were assigned or rented before they were ready for occupancy. A list of projects, together with the range of rentals, follows:

Table showing accommodations for families and single workers, Dec. 31, 1919.

Project.	Total number of families provided for. ¹	Type of house.						Number of rooms per family in houses. Each house also has a bathroom.						
		One-family.			Two-family.			3	4	5	6	7	8	10 or over
		De-tached.	Semide-tached.	Row.	De-tached.	Semide-tached.	Row.							
		The figures below show the number of families provided for in each of the above types of houses.													The figures below show the number of families provided for in the number of rooms given above.
Aberdeen, Md.	78	65		13					4	8	65			1
Alliance, Ohio	91	89								55	34			
Bath, Me.	98	74				16		16		20	54			
Bremerton, Wash. (Puget Sound)	290	245						25	149	71				
Bridgeport, Conn.	889	5	104	242	146	12	56	40						
Charleston, W. Va.	85	45	40						20	20	35		10	
Cradock, Va. (Norfolk District)	788	417	144	94					60	70	481	32	12	
Davenport, Iowa	189	169	20						47	113	29			
East Moline, Ill.	126	96	30						27	84	15			
Erie, Pa.	318	56	92	169					104	116	97			
Hammond, Ind.	185	79	40	52	14				79	14	74	18		
Indianhead, Md.	100	100									100			
Kittery Point, Me.														
Moline, Ill.	117	103	14						18	77	22			
New Brunswick, N. J.	192	28	68	96					36	68	88			
New London, Conn.	143	19	122							87	54			
Newport, R. I.	48		48							36	12			
Niagara Falls, N. Y.	201		46	150				20	48	68	60			
Niles, Ohio.	75	75							5	40	30			
Philadelphia, Pa.	650			650							643		7	
Quincy, Mass.	426	90	114		210				146	153	112		3	
Rock Island, Ill.	217	183	34						23	153	41			
Truxtun, Va. (Norfolk district)	262	198	52							250				
Vallejo, Calif. (Mare Island)	227	83	24			120		40	114	56	17			
Washington, D. C. (Navy Yard) ²	28			16							15			1
Waterbury, Conn.	55	29	26							18	37			
Watertown, N. Y.	117	85	30							59	56			
Total	5,995	2,333	1,048	1,482	370	148	56	141	880	1,636	2,171	50	32	2

¹ This column includes also figures from first and last columns of table on opposite page.

² These are all old houses on requisitioned land.

Table showing accommodations for families and single workers, Dec. 31, 1919—Continued.

Project.	Apartments.				Number of rooms per family in apartments. Each house also has a bathroom.				Rates of rental.	Dormitories.		Hotels.		Other buildings.
	Number of families.	Number of buildings.	Families per building.	Number of floors.	2	3	4	5		Number of buildings.	Persons provided for.	Number of buildings.	Persons provided for.	
	The figures below show the number of families provided for.				The figures below show the number of families provided for in the number of rooms given above.									
Aberdeen, Md.									\$18.00—\$25.00					2 old houses. 5 old houses accommodating 8 families.
Alliance, Ohio.									25.00—30.00					
Bath, Me.									18.00—33.00					
Bremerton, Wash. (Puget Sound).	45	1	45	3	19	17	9		22.50—62.50			1	1 355	
Bridgeport, Conn.	324	54	6	3		30	252	42	21.00—45.00					2 heating plants. 1 school building. 2 schools, 5 old houses, 12 stores, 1 sewage pumping plant.
Charleston, W. Va.									25.00—50.00					
Craddock, Va. (Norfolk district).	116	9	12, 16, 6	2			104	12	15.00—35.00					
Davenport, Iowa.									22.00—32.00					
East Moline, Ill.									25.00—50.00					1 old house. 1 school. 2 cottages, 1 barn, one 3-room house.
Erie, Pa.									20.00—30.00					
Hammond, Ind.									18.00—30.00					
Indianhead, Md.									20.00—35.00	3	1 102	3	244	
Kittery Point, Me.									28.00—30.00					One 12-room house, one 8-room house. Two 5-room, two 6-room, and one 8-room; old houses.
Moline, Ill.									21.00—29.00					
New Brunswick, N. J.									23.00—36.00					
New London, Conn.									25.00—35.00					
Newport, R. I.									25.00—30.00					16 stores. 12 old houses, 1 school building, 1 men's club and canteen, 1 restaurant and heating plant.
Niagara Falls, N. Y.									14.00—25.00					
Niles, Ohio.									16.00—28.00					
Philadelphia, Pa.									26.00—46.00					
Quincy, Mass.									24.00—45.00	21	966			4 old houses, 4 stores, 1 assembly hall. 1 restaurant with heating plant, 57 garages.
Rock Island, Ill.									21.00—29.00					
Truxton, Va. (Norfolk district).	4								12.50—25.00					
Vallejo, Calif. (Mare Island).									20.00—37.50	10	400			
Washington, D. C. (Navy Yard). ²	12					8			10.50—35.00					2 old houses.
Waterbury, Conn.									25.00—36.00					
Watertown, N. Y.									19.00—27.00					
Total.	501	64	6-45	2-3	19	50	365	54	10.50—62.50	34		4		

¹ Number of rooms, not persons, provided for.² These are old apartments.

The operating representatives of the various projects have been selected with great care and in most cases were men of wide real estate experience. These men were given the power to take entire charge of the project. They assumed all executive duties except those relating to finance, which were approved by Washington. Their whole time and attention is devoted to maintaining and improving the physical value of the property and looking after other interests of the tenants and of the Government.

SELECTION OF TENANTS.

One of the most important branches of the work of the operating representative is the selecting and placing of his tenants. The principal thing is to place the right family in the right house. Each prospective tenant is investigated so far as is practicable. If possible, the operating manager makes a visit to the house in which he is living at the time of his application to see under what conditions he lives and how he keeps his home. Information is also secured as to the family's general character and reputation. If in the opinion of the operating manager the applicant would make a good tenant he fills out an application and helps him select a house suitable to his needs. The necessary contracts are drawn up and he moves in.

RENT COLLECTION AND INSPECTION.

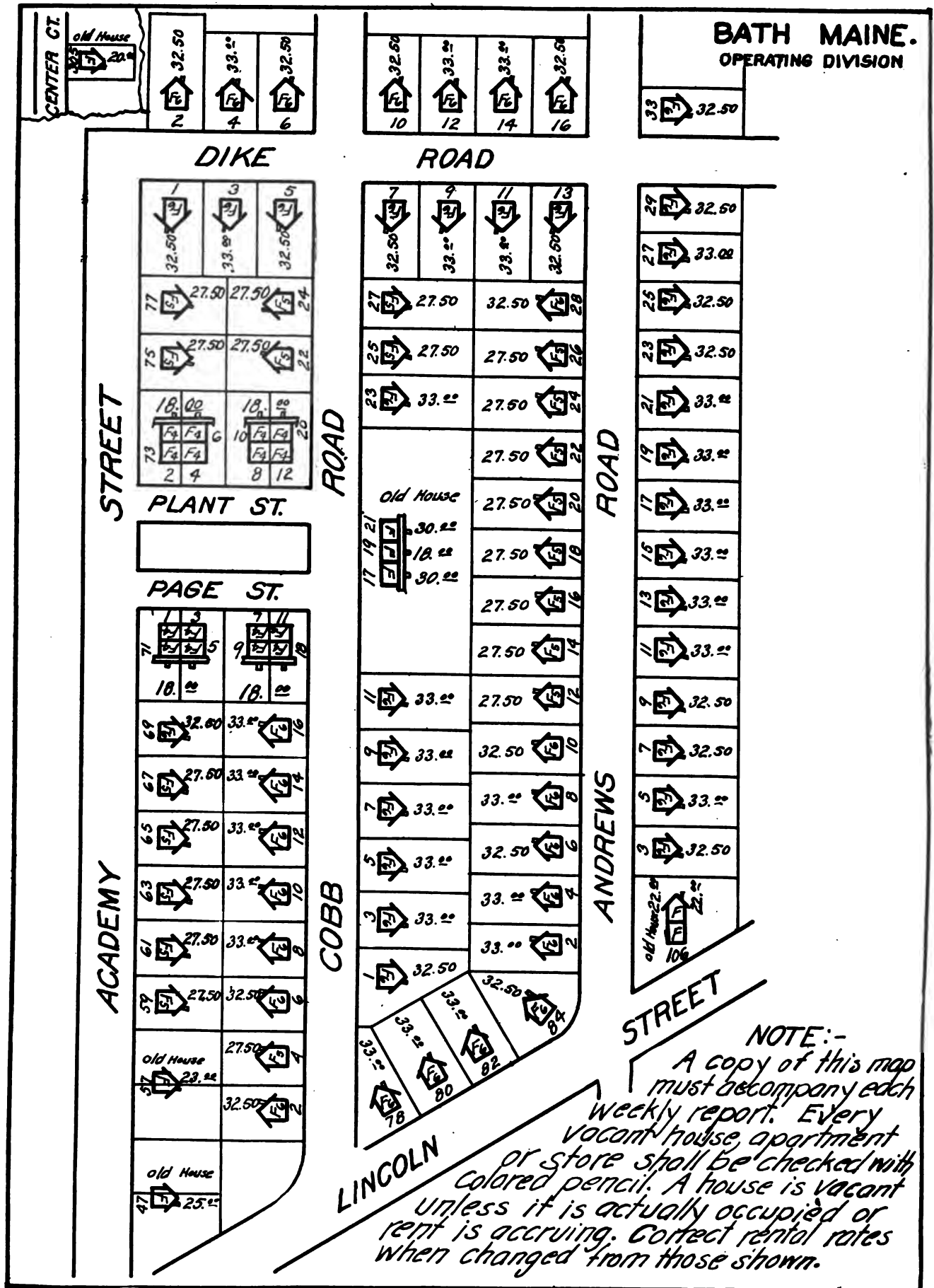
Another important feature of this work is the matter of the collection of the rents. There is a tendency among a few of the tenants to try to make us wait occasionally for the rental money. By careful supervision of our tenants we are able on many projects to make monthly collections approximating 100 per cent.

The inspection and supervision of the property is most important and occupies a good portion of the time of the operating manager. The frequent visits and inspections make the tenants realize their responsibility in keeping their houses in good condition.

COMMUNITY FACILITIES.

The operating representatives take care of the social, recreational, and welfare features, so as to provide a type of home life leading to better citizenship. At a number of our projects playgrounds are provided for the children and at the Quincy dormitories there is a men's clubhouse.

The operating managers work with the local city and town officials in the matters pertaining to public utilities. They are also in close contact with the leading business men and manufacturers of the town or city.



CAFETERIAS AND HOTELS.

At a number of projects considerable difficulty was experienced in the matter of housing the workmen engaged in the construction work. The operating division was appealed to and as a result in two instances (Norfolk and Bethlehem) opened up cafeterias. These cafeterias were conducted by trained restaurant men and careful consideration was given to the choice of food. The workmen were thus able to obtain hot meals at a reasonable cost. Modern methods were adopted to serve these men so that no time would be lost.

In one project, Kittery, Me., it was found that the time was too short to build houses, so it was necessary for the operating division to purchase a number of unoccupied hotels. These hotels were fitted up, practical hotel men were placed in charge, and rooms were rented the workmen at a nominal charge. The result was that the housing situation at these places was immediately solved.

RENTAL POLICY.

Due to the scarcity of housing facilities at all points where the corporation built houses for war and industrial workers, it was deemed advisable to permit tenants to move in despite the incomplete condition of the streets. For in nearly all cases the tenants were compelled to pay storage on their furniture and were unable to get suitable quarters elsewhere. In many cases interior painting and papering had not been done. Rentals have all been placed upon a tentative basis until the projects are entirely finished. The rents have all been based upon instructions given from the Washington office, that the rentals for each house must be fair and reasonable both to the Government and the tenant. Also due consideration was given to the rental of similar homes in that locality, so that private capital would not discontinue building homes or private investments be destroyed. Later, when the sidewalks, roads, grading, and planting were finished and in every way complete, a special appraisal was to have been made by representatives of the National Builders' Association, who are thoroughly familiar with the cost of building houses similar to those built by the corporation, representatives of the National Fire Insurance Underwriters, local real estate men, and others who would be posted on values of the completed houses on our projects. Upon this appraisal the sale price and rentals were to have been based. Actually, appraisal was made for sale only, due to the instructions received from Congress in July, 1919 (see pp. 57-58).

Suggestions to tenants of United States Housing Corporation.

In order that the ground surrounding your house may be properly cared for, the house itself kept in good repair, the general condition kept in a satisfactory manner, and your occupancy made as pleasant as possible, the following information is given with the request that these suggestions be observed.

It must be remembered that the house you occupy was built with Liberty bonds. The houses belong to the United States Government, therefore, they belong to the people—to you. This project will be on exhibition, so to speak, because it is one of the largest places of its kind built by the Government, and naturally interest generally will be directed here. The project will be visited by people from all over the country, and each of you must feel that "our house" is ever in order for the unexpected visitor. Let us make our project a model which will be copied by others. The result rests largely in your hands. The appearance of each house, inside and outside, goes to make up the general appearance of the project. You have been provided with all modern conveniences in these homes that make for cleanliness, comfort, and happiness. It is up to you to use them properly.

In occupying the house make an inspection of it. It is important to start out right. Go over the house from top to bottom. Try the windows, latches, shutters, and doors. See that they operate properly. See that no window panes are broken. Try your faucets. They should not leak. See that keys operate easily in the locks. Bear in mind that this house you are occupying may be your own property some day. By taking care of the house the same as if you owned it, you will make it a happier home for yourself.

The walls of your house have been carefully plastered. Therefore do not drive nails into the walls, as to do so invariably cracks the plaster and the most expert plasterer can not point up a hole in the wall to look as good as it did when originally plastered. To handle pictures the right way, a picture molding has been furnished in every room and picture hooks can be furnished at small cost.

No effort has been spared to provide a good roof on your house, and the interior of your home ought to be free from moisture. If after a hard rain there are any defects in the sides or roof of your house, moisture will appear through the plaster. Such defects will appear around the window frames or on the ceiling. Watch this feature and advise the operating representative if any leaks are noted.

Do not let your faucets or other plumbing equipment leak. You are paying the water bills directly if living in a house, and indirectly if in an apartment. A small constant dripping of water will increase the bills. The usual cause of a faucet leaking is some trivial matter, such as a worn washer, and replacement or adjustment can be made at little or no expense. Oftentimes you will be able to make such minor repairs yourself.

Remember that you have receipted for all removable equipment that goes with your house, such as gas ranges, water heaters, fixtures, gas jets, etc.; therefore it will be well to guard against their loss, as duplicate equipment will be charged to you, or upon vacating the premises they must be returned in good condition.

When leaving the house upon a visit or upon retiring at night be sure to lock the doors and windows. When leaving the house be sure that the windows are closed; a storm may arise and rain and wind damage not only the interior of the house, but your personal possessions as well. Moreover, open and unlocked windows encourage burglary.

According to the terms of your lease, certain repairs that are necessary as a result of want of care on your part will be charged to you. A careful record is kept of each house, so that this office knows just what repairs are made to your particular house, the cost of same, and the date made. Certain renewals, such as tinting walls, painting woodwork, porches, etc., will be made at the expense of the landlord only after a reasonable usage. Therefore, abuse by the tenant causing the repairs to be made sooner than necessary, will result in the expense being charged to the tenant. This office will be prepared to make minor repairs at the expense of the tenant when damage is caused by him, such as broken window panes, choked plumbing, etc.

Rents are payable in advance the first day of each month. They are payable at the office of the corporation. Collectors will not be

sent to any house to collect rents if they are paid before the 5th of each month. Prompt payment of rent is one of the first conditions that help to build up a man's credit.

It is our desire and intention to make living in these houses comfortable and attractive in every respect. To do so requires your full cooperation with us. Suggestions will be gladly welcomed and given prompt and careful attention. With your cooperation we will make this project a place for health and happiness for the wife, the kiddies, and you.

UNITED STATES HOUSING CORPORATION.

Schedule of housing projects, exclusive of Washington hotels for Government workers.

[Appropriation for fiscal year July 1, 1919-June 30, 1920.]

Projects.	Houses or apartments.	Appropriation.
Aberdeen, Md.	Houses.....	\$5,000
Alliance, Ohio.	do.....	6,500
Bath, Me.	do.....	7,500
Bremerton, Wash.	do.....	24,000
	Apartments.....	6,000
	Hotel.....	165,000
Bridgeport, Conn.:		
Site 1, Black Rock	Apartments.....	33,000
Site 4, Crane tract	Houses.....	19,000
Site 5, Mill Green	do.....	19,000
Site 12, Grassmere	do.....	8,000
Site 14, Conn Ave	Apartments.....	15,000
Charleston, W. Va.	Houses.....	8,000
Erie, Pa.:		
East tract	do.....	4,500
West tract	do.....	13,500
	Apartments.....	1,000
Hammond, Ind.	Houses.....	13,000
Indianhead, Md.	do.....	8,000
	Dormitories.....	6,000
Kittery Point, Me.	Hotel.....	74,000
New Brunswick, N. J.	Houses.....	17,000
New London, Conn.	do.....	8,000
Groton	do.....	1,750
Newport, R. I.	do.....	3,750
Niagara Falls, N. Y.	do.....	13,000
Niles, Ohio	do.....	5,750
Philadelphia, Pa.	do.....	44,000
Portsmouth, Va.:		
Cradock	do.....	47,000
	Apartments.....	5,000
Truxtun	Houses.....	12,500
Pompton Lakes, N. J.	do.....	1,000
Quincy, Mass.	do.....	36,000
	Dormitories.....	74,000
	Restaurant.....	2,500
Rock Island, Ill.:		
Davenport, Iowa	Houses.....	15,000
Moline, Ill.	do.....	9,000
East Moline, Ill.	do.....	8,000
Rock Island, Ill.	do.....	16,500
Vallejo, Calif.:		
Mare Island	do.....	21,000
	Dormitory.....	28,000
	Restaurant.....	110,000
Washington, D. C.:		
Navy Yard	Dormitories.....	4,000
	Houses.....	1,000
	Apartments.....	600
Waterbury, Conn.	Commandeered houses.....	24,620
Watertown, N. Y.	Houses.....	4,000
	do.....	7,000
Total		961,970

SAMPLE WEEKLY FIELD REPORT.

The Operating Division received from each operating representative who has charge of a development a weekly report, giving pertinent facts, such as the number of families accommodated, the number of accommodations occupied, the number of accommodations vacant, the total monthly rental rate, the rate of rental for those occupied, and the rental rate for those vacant.

Accompanying the weekly report is a map of the project, showing the location of the houses and the rental. On this map the operating representative checks with a colored pencil each house that is vacant. The sample shown (p. 286) is for the Bath, Me., project.

United States Housing Corporation. Operating Division weekly field report.

PROJECT NO. 59 (BATH, ME.), JULY 19, 1919.

Item.	Number of families or stores.	Monthly rental rate.	Number unit for occupancy.
Houses:			
Total.....	74	\$2,320.50	.....
Vacant.....	None.	.....	.....
Occupied.....	74	2,320.50	.....
Apartments:			
Total.....	16	288.00	.....
Vacant.....	None.	.....	.....
Occupied.....	16	288.00	.....
Rents in old houses:			
Total.....	8	190.00	.....
Vacant.....	1	18.00	.....
Occupied.....	7	172.00	.....
Item.	Number of guest rooms or guests.	Monthly or weekly rental rate.	
Dormitories or hotels:			
Total.....	None.	.....	.....
Vacant.....	.....	.....	.....
Occupied.....	.....	.....	.....

Number of meals served to guests.....
 Number of meals served to employees.....
 Rents receivable, \$50.50.
 Total money on deposit at local bank, \$2,485.74.

REMARKS.—Cash deposited this month to credit of treasurer, United States Housing Corporation, \$2,603.50; cash on hand, \$126.50, the above sum not included in these amounts, but being balance of account in local bank on June 30, less current expenses paid in July to date.

(Signed) FRED H. THOMPSON,
Operating Representative.

This report shall be made for the week ending each Saturday. The report must be mailed at the close of business every Saturday.

For "houses" opposite "total" give (1) the total number of families the project will accommodate—in houses this means detached, semidetached, rows, etc.; (2) the total monthly rental if all are occupied—this figure will remain constant except as rates are changed; (3) number not ready for occupancy or unfit for occupancy due to any other cause.

Opposite "vacant" give (1) the total houses from which no rent is collected nor accruing—house may be rented but if occupant is not actually in or rent accruing, count it vacant; (2) the sum of the monthly rental rates for the vacant houses.

Opposite "occupied" the figures should be the difference between "total" and "vacant." Treat "apartments," "stores," "dormitories or hotels" similarly, except "dormitories or hotels" should be reported in terms of rooms or guests and the rates may be weekly instead of monthly. Other questions are self-explanatory.

Use remarks space freely. We want information.

WILLARD HOWE,
Manager Operating Division.

SAMPLE WEEKLY OPERATING REPORT.

The following tabulation shows one of the pages from the weekly operating report, which is a tabulation giving the total number of accommodations at each project operated, the number of these accommodations occupied, and the number vacant. The tabulation also shows the total monthly rental, the monthly income from those occupied, and the monthly rental rate for those vacant. The percentage of occupancy and also the percentage of rental income are also shown.

OPERATING DIVISION.

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United States Housing Corporation.

From: Manager, Operating Division.

To: President, United States Housing Corporation.

Subject: Operating report.

Date: As of July 26, 1919. Submitted August 1, 1919.

HOUSES, APARTMENTS, STORES, AND GARAGES.

Project.	Kind.	Number of families.				Monthly rental.			Occu- pled.	Rented.
		Total.	Occu- pled.	Vacant.	Unfin- ished.	Total.	Occupied.	Vacant.		
Aberdeen.....	Houses.....	78	67	11		\$1,886.00	\$1,646.00	\$240.00	Per cent. 86	Per cent. 87
Alliance.....	do.....	90	50	40		2,405.00	1,310.00	1,095.00	56	54
Bath.....	do.....	98	97	1	1	2,798.50	2,780.50	18.00	99	99
Bremerton.....	do.....	246	232	13		7,725.00	7,292.50	432.50		
	Apartment.....	45	21	24		2,117.50	892.50	1,225.00		
	Total.....	290	253	37		9,842.50	8,185.00	1,657.50	87	83
Bridgeport.....	Houses.....	565	267	298	210	16,276.00	7,406.00	8,870.00		
	Apartment.....	324	66	258	78	12,300.00	2,095.00	10,205.00		
	Total.....	889	333	556	288	28,576.00	9,501.00	19,075.00	37½	33
Charleston.....	Houses.....	85	84	1		3,010.00	2,960.00	50.00	99	98
Craddock.....	do.....	656	202	454	151	16,703.00	6,085.50	10,617.50		
	Apartment.....	116	78	38	12	1,866.00	1,206.00	660.00		
	Stores.....	12		12	12	480.00		480.00		
	Total.....	784	280	504	175	19,049.00	7,241.50	11,807.50	36	38
Davenport.....	Houses.....	189	144	45		5,064.00	3,750.00	1,314.00	76	74
Erie.....	do.....	318	86	232		7,845.50	2,368.50	5,477.00	27	30
Hammond.....	do.....	185	162	23	22	4,831.00	4,171.00	660.00	88	86
Indianhead.....	do.....	100	38	62		2,890.00	1,068.00	1,792.00	38	35
New Brunswick.....	do.....	192	149	43		5,784.00	4,406.50	1,377.50	78	76
New London.....	do.....	143	47	95	95	4,516.00	1,398.00	3,118.00	33	31
Newport.....	do.....	48	48			1,260.00	1,260.00		100	100
Niagara Falls.....	do.....	201	171	30	5	3,992.00	3,508.00	484.00	85	88
Niles.....	do.....	75	62	13		1,600.00	1,304.00	296.00	83	81
Philadelphia.....	do.....	634	616	18		18,425.00	17,864.00	561.00		
	Stores.....	16	11	5		864.00	574.00	290.00		
	Total.....	650	627	23		19,289.00	18,438.00	851.00	97	96
Quincy.....	Houses.....	425	326	99		12,063.50	8,763.50	3,320.00	77	73
Rock Island.....	do.....	460	454	6		11,719.00	11,564.00	155.00	99	99
Truxton.....	do.....	250	183	67		4,460.00	3,202.00	1,258.00	73	73
	Apartment.....	4		4	4	(1)	(1)	(1)		
	Stores.....	4		4	4	(1)	(1)	(1)		
	Total.....	258								
Vallejo.....	Houses.....	227	193	34		6,597.50	5,475.00	1,122.50		
	Garages.....	57	27	30		285.00	135.00	150.00		
	Total.....	284	220	64		6,882.50	5,610.00	1,272.50	77½	82
Waterbury.....	Houses.....	55	54	1		1,712.00	1,676.00	36.00	98	98
Watertown.....	do.....	117	112	5		2,615.00	2,492.00	123.00	96	96
Washington (C).....	do.....	15	15			1,978.33	1,978.33		100	100
Washington (A).....	do.....	28	27	1		413.00	392.50	20.50	96	96

1 Rents not yet determined.

DORMITORIES AND HOTELS.

Project.	Kind.	Number of guests.				Monthly or weekly.			Meals served.
		Total.	Occu- pled.	Vacant.	Unfin- ished.	Total.	Occupied.	Vacant.	
Kittery Point.....	Hotel.....	122	85	37					2,711
Quincy.....	Dormitories.....	966	630	436					
Vallejo.....	do.....	400	153	247		\$5,373.33	\$2,034.79	\$3,318.54	2,343

DESCRIPTION OF PROPERTIES.

The Operating Division has compiled for purposes of appraisal a complete description of each piece of property that is being operated, going into quite minute details.

A sample of one of these descriptions is given herewith, which describes our property located at 811 Waugh Street, Alliance, Ohio.

ALLIANCE, OHIO—PROJECT 621.

HOUSE DESIGN TYPE D—LOCATION, 811 WAUGH STREET.

Description.

I. General information:

One-family, detached, two stories, five rooms and bath.

First floor—Dining room, living room, kitchen, entrance hall, rear hall, one coat closet, and porch.

Second floor—Two bedrooms, bath, three clothes closets, and one linen closet.

II. Construction of house:

- (1) Type—Wood frame.
- (2) Chimney—One; three flues.
- (3) Roofing—Slate.
- (4) Cellar—Fully excavated.
- (5) Flashings—Galvanized iron.
Counterflashings—Galvanized iron.
- (6) Exterior walls—Shingles, over subsiding, and paper.
- (7) Exterior painting—Two coats lead and oil.
- (8) Interior finish—
Floors—
Lower—No. 1 common oak.
Upper—B. & B. yellow pine.
Plaster—Two coats lime, hair, and sand on wood lath, smooth hard, white finish.
Interior trim—Gum.
Painting and decorating—One coat filler and one coat varnish.
Bath room walls—Painted.
Kitchen walls—Painted.
Floor finish—One coat stain.
Rooms papered—All except kitchen and bath.
- (9) Fire place—In living room.

III. Equipment of house:

- (1) Heating—Hot-air furnace.
- (2) Lighting—Electric.
- (3) Kitchen and laundry—
Cooking range—Coal.
Hot water—Tank connected with range.
Sink—Enameled iron.
Cabinet—Four feet wide; floor to ceiling; four drawers; cupboard; counter; five shelves; doors.
Laundry trays—One; alberene stone; in kitchen.
- (4) Bathroom—Tub; lavatory; water-closet.
- (5) Screen doors and windows—Yes.
- (6) Fuel storage—In cellar.
- (7) Garbage receptacle—None.
- (8) Window shades—Yes.
- (9) Clothes dryer—Reel.

IV. Dimensions of house:

- (1) Front width—26 feet, 6 inches.
- (2) Depth—18 feet, 6 inches.
- (3) Average height—19 feet.
- (4) Height—
First story—Floor to ceiling—8 feet, 2 inches.
Second story—Floor to ceiling—7 feet, 6 inches.
- (5) Cubic feet in building—9,310.
- (6) Area, first floor—490 square feet.
- (7) Total floor area—980 square feet.

V. Dimensions of cellar:

- Width (front)—26 feet, 6 inches.
Depth (front to rear)—18 feet, 6 inches.
Height—7 feet.

VI. Dimensions of porch:

- Front porch—7 by 9 feet.
Rear porch—None.

VII. Lot improvements:

- (1) Walks—
Front—Cement concrete. Width—4 feet.
Rear—Cement concrete. Width—1 foot, 6 inches.
- (2) Enclosure—Fence on rear line only.
- (3) Planting on lot—Yes; shrubs.
- (4) Street trees—40 to 50 feet apart.
- (5) Garage—No.

VIII. Utilities:

- (1) Sidewalks—Cement concrete. Width—4 feet.
- (2) Sanitary sewers—Yes.
- (3) Storm-water sewers—Yes.
- (4) Water supply—City water.
- (5) Street paving—Cement concrete.

IX. Locations of this house:

- Waugh Street—Nos. 729, 737, 743, 755, 763, 773, 803, 811, 821.
Grace Street—Nos. 823, 833, 841, 1501, 1505.
Morgan Avenue—Nos. 1522, 1530.
Devine Street—Nos. 816, 824, 834.

X. Number of times design D is used, 19.

LEASE FORMS.

The form of lease used for both heated and unheated accommodations is shown herewith. These leases are made up in quadruplicate, the first copy being kept in the local office file. The second and third copies are sent to Washington, for the files of the Operating and Fiscal Divisions. The fourth copy is given to the tenant.

Serial No. ——. Project ——. Lease No. ——. Premises —.

U. S. DEPARTMENT OF LABOR,

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

UNITED STATES HOUSING CORPORATION,

603 THIRTEENTH STREET NW.—P. O. Box 1903,

WASHINGTON, D. C.

Lease—Heated apartment.

The United States Housing Corporation, acting by authority of the President of the United States of America and the Secretary of Labor, hereinafter designated as lessor, subject to the conditions and rules and regulations hereinafter set out or referred to, does hereby lease unto.....

..... hereinafter designated as lessee, apartment No. on the floor of the building known as , No. Street, situated on lot No. , Block No. in the city of , county of , State of , from the day of , 19—, to the day of , 19—, and from month to month thereafter.

Lessee does hereby agree to use the premises solely for the purpose hereinafter stipulated and to pay to lessor a monthly rental therefor of the sum of dollars, to be paid in advance without demand on the first day of each and every month during the continuance of this lease at the office of lessor in said city.

The conditions of this lease are as follows:

1. Lessee shall pay to lessor the rent herein above provided, and shall also pay, as rent, all charges for water and other services, used and enjoyed by lessee, which may be imposed on or charged against said premises by lawful authority.

2. Lessee shall use the demised premises solely for the purpose of a private dwelling, and shall not permit the premises to be used for any unlawful purpose, nor for any purpose that will injure the reputation of said building or will disturb the tenants thereof.

3. Lessee shall not put any additional locks or bolts of any kind upon the doors or windows, shall not drive any nails or screws in the walls or woodwork, shall not apply any paint or stains to the floors or woodwork, shall place no signs or advertisements on the building, and shall not make any changes or alterations of any kind in said premises, without the written consent of lessor thereto; all alterations and additions to said premises shall remain for the benefit of lessor unless otherwise provided in such written consent as aforesaid.

4. Wires or conductors for telephones, messenger calls, or other purposes shall be brought into the premises, and telephones and other instruments and all other apparatus shall be installed therein under the exclusive direction of lessor and at the expense of lessee.

5. All household goods and articles of bulk or weight shall be moved in or out of said building under the direction of lessor.

6. Nothing shall be thrown out of the windows and nothing shall be hung from the outside of the windows or placed on the outside window sill of any window in said building, nor shall the halls, stairways, or rear porches be used for the storage of furniture or other articles.

7. No water shall be left running in bathrooms, kitchen, pantry, or laundry, or elsewhere on said premises.

8. Lessee shall not keep or use about said premises or building naphtha, benzine, gasoline, gunpowder, or other inflammable or explosive substances, and shall not permit or suffer upon or about said premises or building any act or thing deemed extrahazardous on account of fire.

9. Lessee shall not allow the premises to be used for any purpose that will increase the rate of insurance thereon, nor for any purpose other than that herein specified, and shall not sublet or offer to sublet the same or any part thereof, nor assign this lease, without in each case the written consent of lessor first had, and shall not permit any transfer, by operation of law or otherwise, of the interest in said premises acquired through this lease.

10. Lessee shall allow lessor free access to the premises leased for the purpose of examining or exhibiting the same, or for the purpose of making needful repairs or alterations of said premises which said lessor may see fit to make.

11. Lessee shall interfere neither with the apparatus and general appliances installed in said building, nor with the control by lessor of the public portions of said building.

12. Lessee shall use said premises, and the fixtures and appliances thereon, in a careful manner, and shall commit and suffer no nuisance or waste therein, nor upon the grounds surrounding the same; and shall protect the water and gas pipes from freezing; and shall replace all glass in the doors and windows which may be broken; and shall keep all locks and bolts in good order; and shall keep said premises in a clean and healthful condition; and shall comply with all the Federal, State, and municipal laws and ordinances affecting lessee's occupation of the premises.

13. Lessee shall promptly notify lessor in writing of anything that may appear defective, out of order, or amiss, in or about said demised premises, the building, the grounds, or any part thereof.

Lessee shall be liable to lessor for any and all damages caused to said building, its fixtures, appliances, or grounds, by the misuse or neglect thereof by lessee, or by persons who may be on the premises by his express or implied permission, or by his failure to observe any of the provisions of this lease. All repairs thereof shall be made by lessor at the expense of lessee, and lessor is authorized by lessee to add the cost of such repairs to the installment of rent next falling due and to collect the same as rent.

14. Lessee shall comply with and conform to all reasonable rules and regulations that lessor shall make for the use and protection of the said premises, the building and the grounds surrounding the same, and the general safety, comfort, and welfare of the occupants thereof.

15. Lessee and lessor do mutually agree that the janitor and employees about the building shall be considered their joint employees, and neither shall be liable to the other for any damage or loss caused by a wrongful or negligent act of said employees. It is agreed that the janitor of said building shall carry a pass-key to said premises.

16. Lessor, through apparatus installed for that purpose, undertakes to supply said demised premises with cold water for domestic use, and steam or hot-water heat, such heat to be furnished when necessary during the months of October, November, December,

January, February, March, April, and May of each year, and; under reasonable restrictions, to light the halls and other public parts of said building, and to furnish janitor service therefor, but subject always to strikes, floods, or other contingencies not under the control of lessor.

17. Lessee has examined and accepts said premises in their present condition, except as otherwise specified herein, and lessor shall not be held liable for any damage to persons or property resulting from the condition of the premises or occasioned by failure to keep said premises in repair and shall not be held liable for any damage done by defective wiring or from plumbing, gas, water, steam, hot water, or other pipes or sewerage, or the bursting, leaking, or running of any cistern, tank, boiler, washstand, water-closet, or waste pipe, in, above, upon, or about said premises or building, nor for damage occasioned by water, snow, or ice being upon or coming through the skylight, trapdoor, or roof, or otherwise, nor from any damage arising from acts or neglect of cotenants or other occupants of the same building, or any owners or occupants of adjacent or contiguous property; and lessee shall save lessor harmless therefrom.

18. Lessor shall not be held responsible for any loss or damage to property stored in any locker or laundry in said building. Such locker or laundry is furnished gratuitously by lessor to accommodate lessee, it being hereby agreed that lessee shall use same for any purpose at his own risk.

19. If lessee fails to pay rent when due and payable, according to the agreements aforesaid, or violates, or fails to perform any of the agreements or conditions on his part to be kept and performed, lessor shall have the immediate right to cancel this lease, without notice to lessee, to shut off heat, light, water, and all other services from the said premises, to reenter and take possession thereof, and to expel lessee or his assigns therefrom; all without waiver or prejudice to any further rights or remedies allowed to lessor under the provisions of this lease and the law. And lessee hereby expressly waives the demand of rent, and the giving of lessor of any and all notice required by law or statute. And the receipt of rent, or any other act of lessor in apparent affirmance of the tenancy, shall not operate as a waiver of the right of lessor to cancel this lease for any breach of any of the agreements or conditions herein.

20. In case said premises shall be rendered untenable by fire or other casualty, lessor may at its option terminate this lease or repair said premises within 30 days, and failing to do so, or upon the destruction by fire, the term hereby created shall cease and determine.

21. Should lessee abandon or vacate the premises, the same may be relet by lessor for such rent and upon such terms as lessor may see fit; and if a sufficient sum shall not be thus realized, after paying the expenses of reletting and collecting, to satisfy the rent hereby reserved, lessee agrees to satisfy and pay all deficiency.

22. Lessee shall notify lessor in writing in advance whenever said premises are to remain vacant or unoccupied at any time when damages by the elements or otherwise are liable to result from such vacancy.

23. Lessor has the right to terminate this lease at any time by giving lessee 30 days' written notice.

24. Upon the termination of this lease for any cause whatsoever, lessee agrees to quit and deliver up said premises to lessor in as good condition as when entered upon, reasonable usage and damage by fire only excepted. Lessee shall not remove any fixtures or personal property belonging to lessor; and all keys furnished lessee shall be returned to lessor, and lessee shall be liable for all keys not so returned.

25. It is mutually agreed that the agreements and conditions herein contained shall inure to, and be binding upon, the heirs, executors, administrators, successors, and assigns of the respective parties hereto.

Witness the signatures of the parties to this instrument, which is executed in quadruplicate, this _____ day of _____, 19—.

THE UNITED STATES HOUSING CORPORATION.
By _____
Operating Representative.

Signed in the presence of—

U. S. DEPARTMENT OF LABOR,
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

UNITED STATES HOUSING CORPORATION,
603 THIRTEENTH STREET NW.—P. O. BOX 1903.
WASHINGTON, D. C.

Lease—Unheated dwelling.

The United States Housing Corporation, acting by authority of the President of the United States of America and the Secretary of Labor, hereinafter designated as lessor, subject to the conditions and rules and regulations hereinafter set out or referred to, does hereby lease unto _____, hereinafter designated as lessee, the premises known as No. _____, Street, situated on lot No. _____, Block No. _____, in the city of _____, county of _____, State of _____, from the _____ day of _____, 19—, to the _____ day of _____, 19—, and from month to month thereafter.

Lessee does hereby agree to use said demised premises solely for the purpose hereinafter stipulated and to pay to lessor a monthly rental thereof of the sum of _____ dollars, to be paid in advance without demand on the first day of each and every month during the continuance of this lease at the office of lessor in said city.

The conditions of this lease are as follows:

1. Lessee shall pay to lessor the rent as herein above provided, and shall also pay as rent, all charges for water and other services, used and enjoyed by lessee, which may be imposed on or charged against said premises by any lawful authority.
2. Lessee shall use the said demised premises solely for the purpose of a private dwelling, and shall not permit the premises to be used for any unlawful purpose.
3. Lessee shall keep the plumbing, water-closets, outlets, drains, and chimneys clean, and shall protect all water and other pipes against freezing in cold weather, and shall keep the sidewalks free from snow, ice, and all other obstructions, and shall replace all glass in the windows and doors which may be broken, and shall keep all locks and fastenings in good order.
4. Lessee shall not put any additional locks or bolts of any kind upon the doors or windows, shall not drive any nails or screws in the walls or woodwork, shall not apply any paint or stain to the floors or woodwork, shall place no signs or advertisements on the buildings, and shall not make any changes or alterations of any kind in said premises, without the written consent of lessor thereto; all alterations and additions to said premises shall remain for the benefit of lessor unless otherwise provided in such written consent as aforesaid.
5. Wires or conductors for telephones, messenger calls, and other purposes shall be brought into the premises, and telephone and

other instruments and all other apparatus shall be installed therein under the exclusive direction of lessor and at the expense of lessee.

6. Lessee shall not keep or use about said premises or building naphtha, benzine, gasoline, gunpowder, or other inflammable or explosive substances, and shall not permit or suffer upon or about said premises or building, any act or thing deemed extrahazardous on account of fire.

7. Lessee shall not allow said premises to be used for any purpose that will increase the rate of insurance thereon, nor for any purpose other than that herein specified, and shall not sublet or offer to sublet the same or any part thereof, nor assign this lease, without in each case the written consent of lessor first had, and shall not permit any transfer, by operation of law or otherwise, of the interest in said premises acquired through this lease.

8. Lessee shall allow lessor free access to the premises leased for the purpose of examining or exhibiting the same, or for the purpose of making any needful repairs or alterations of said premises which said lessor may see fit to make.

9. Lessee shall use said premises, and the fixtures and appliances thereon, in a careful manner, and shall commit and suffer no nuisance therein, nor upon the ground surrounding the same; and shall keep said premises in a clean and healthful condition; and shall comply with all the Federal, State, and municipal ordinances affecting lessee's occupation of the premises, and also all rules and regulations prescribed by lessor for the use and protection of said building and the grounds surrounding the same.

10. Lessee shall promptly notify lessor in writing of anything that may appear defective, out of order, or amiss, in or about said demised premises, the building, the grounds, or any part thereof. Lessee shall be liable for any and all damages caused to said building, its fixtures, appliances, or grounds, by the misuse or neglect thereof by lessee, or by persons who may be on the premises by his express or implied permission, or by his failure to observe any of the provisions of this lease. All repairs thereof shall be made by lessor at the expense of lessee, and lessor is authorized by lessee to add the cost of such repairs to the installment of rent next falling due and to collect the same as rent.

11. Lessee and lessor do mutually agree that inspectors, repairmen, caretakers, and all other employees entering upon said premises by direction of lessor shall be considered their joint employees, and neither shall be held liable to the other for any loss or damage caused by any wrongful or negligent act of said employees.

12. Lessee has examined and accepts said premises in their present condition, except as otherwise specified herein, and lessor shall not be held liable for any damage to persons or property resulting from the condition of the premises or occasioned by failure to keep said premises in repair and shall not be held liable for any damage done or occasioned by defective wiring, or from plumbing, gas, water, steam, hot water, or other pipes, or sewerage, or the bursting, leaking, or running of any cistern, tank, boiler, washstand, water-closet, or waste pipe in, above, upon, or about said building or premises; nor from any damage occasioned by water, snow, or ice being upon or coming through the roof, skylight, trap-door, or otherwise, nor for any damage arising from acts or neglect of cotenants or other occupants of the same premises, or of any owners or occupants of adjacent or contiguous property, and lessee shall save lessor harmless therefrom.

13. Lessor shall have the right during the 30 days preceding the termination of this lease to place upon any part or parts of said premises a sign or signs indicating that said premises are for rent or for sale.

14. If lessee fails to pay rent when due and payable, according to the agreements aforesaid, or violates, or fails to perform any of the agreements or conditions on his part to be kept and performed, lessor shall have the immediate right to cancel this lease, without notice to lessee, to shut off water and all other services from said premises, to reenter and take possession thereof, and to expel



QUINCY, MASS.

Typical Bedroom and Typical Recreation Room in Temporary Dormitories.



QUINCY, MASS.
 (Above): Recreation Building.
 (Below): Interior of Temporary Cafeteria.

lessee or his assigns therefrom; all without waiver or prejudice to any further rights or remedies allowed to lessor under the provisions of this lease and the law. And lessee hereby expressly waives the demand of rent and the giving by lessor of any and all notice required by law or statute. And the receipt of rent, or any other act of lessor in apparent affirmance of the tenancy, shall not operate as a waiver of right of lessor to cancel this lease for any breach of any of the agreements or conditions herein.

15. In case the premises shall be rendered untenable by fire or other casualty, lessor may at its option terminate this lease or repair the premises within 30 days, and failing to do so, or upon the destruction of the premises by fire, the term hereby created shall cease and determine.

16. Should lessee abandon or vacate said premises, the same may be relet by lessor for such rent and upon such terms as lessor may see fit and if a sufficient sum shall not be thus realized, after paying the expenses of such reletting and collecting, to satisfy the rent hereby reserved, lessee agrees to satisfy and pay all deficiency.

17. Lessee shall notify lessor in writing in advance whenever said premises are to remain vacant or unoccupied at any time when damages by the elements or otherwise are liable to result from such vacancy.

18. Lessor has the right to terminate this lease at any time by giving lessee 30 days' written notice.

19. Upon the termination of this lease for any cause whatsoever, lessee agrees to quit and deliver up said premises to lessor in as good a condition as when entered upon, reasonable usage and damage by fire excepted. Lessee shall not remove any fixtures or personal property belonging to lessor; and all keys furnished lessee shall be returned to lessor, and lessee shall be liable for all keys not so returned.

20. It is mutually agreed that the stipulations and conditions herein contained shall inure to, and be binding upon, the heirs, executors, administrators, successors, and assigns of the respective parties hereto.

Witness the signatures of the parties to this instrument, which is executed in quadruplicate, this day of , 19—.

THE UNITED STATES HOUSING CORPORATION,

By
Operating Representative.

Signed in the presence of—
.....
.....

FURNITURE AND EQUIPMENT SECTION.

PURCHASE OF EQUIPMENT.

The furniture and equipment section of the Operating Division was organized for the purchase and installation of the equipment required in the several projects. It was realized at an early date that in order to provide properly for the handling of this work the services of specialists would be required, and with that end in view the personnel of the section was built up by drawing experts in the various lines from commercial houses throughout the country. Experts prepared plans and specifications and secured bids to meet the immediate requirements. This information formed the basis of the first contracts allotted.

In order to insure the success of the building program and to make certain that the housing accom-

modations would provide the relief sought for, it was decided that certain classes of housing would require-furnishing. Buildings of the following types—dormitories, hotels, boarding houses, hospitals, recreational centers, etc.—must in their very nature be completely furnished in order that they might serve the purpose for which they were intended. The type of equipment to go into each project was decided after careful study and investigation. Representatives from this section visited each typical industry to ascertain its requirements and in addition consulted with the welfare and works managers of the various plants. As a further check on the policy laid out by the sections, trips of inspection were made to industrial plants which had already had experience in industrial housing problems.

For the purpose of economy it was decided to standardize the furnishings that were to be placed in each type of building. Specifications and drawings were made of substantial, yet simple furniture, and these specifications were sent to practically every reliable furniture manufacturer in the country able to make this class of goods. In this part of the work the war service committee of the furniture industries rendered valuable assistance. When these estimates were received a list of estimated quantities was prepared and contracts were made with the low bidders for the several classes of merchandise. Greatest care was taken to see that the furniture and equipment purchased was what was required and that it came within the requirements as to quality. Samples of each article were delivered to the bureau and careful examination was made by competent judges. Generally the estimated requirements were in excess of the amount that any one manufacturer could undertake to deliver with reasonable promptness, and it was found expedient to distribute the orders amongst several of the next lowest bidders. In certain cases, due to restrictions on manufacturing and the delays in production, it was found advantageous to deal with jobbers, and wherever this was done goods were bought on the basis of competitive estimates and in many cases at prices lower than could have been obtained from manufacturers, who would necessarily have had to produce the merchandise at higher operating cost.

In addition, the furnishing and equipment of the restaurants and cafeterias required to feed the occupants of the aforementioned types of structures was a necessary part of the work of the section. The same general procedure was followed in the placing of orders for kitchen, restaurant, and cafeteria equipment in so far as practicable. An elaborate system of accounts was installed in connection with our purchases, so that we might be able to safeguard our purchases in three respects:

First. To keep our purchases safely within our requirements.

Second. That we have an exact knowledge of what was ordered for each project, date of shipment, condition of project, date of arrival, installation, routing, etc.

Third. So that our orders would conform with requirements of the Fiscal and Legal Divisions, and executive officials.

This equipment was purchased through various firms manufacturing same instead of through kitchen equipment firms, which is customary, thereby effecting substantial savings. Under ordinary conditions this practice would not be possible, but we were able to do it in this case through the patriotic cooperation of the manufacturers and kitchen-equipment companies. Merchandise, such as crockery, glassware, silver, etc., which was equally adaptable to all projects, was bought in quantity, with arrangements made for shipping directions to follow, so that as the goods were needed at the several projects they could be ordered out and shipped without delay. Special articles, such as, for example, ice boxes, ranges, etc., had to be bought individually for each project, as it was impossible to standardize this equipment to fit all cases.

Wherever recreation buildings were planned the section made a survey of the situation by an expert and the furnishings for the recreation rooms were plotted out and then carefully selected to meet the requirements of the particular community. The erection of all furnishings was handled by this section, including the uncrating of goods, setting up, and placing in position; also the installation of all kitchen and restaurant apparatus. The kitchen and restaurant equipment was carefully selected in order that prompt service and good food could be furnished at reasonable cost without waste or excessive labor.

It is worthy of note that although the great majority of the goods purchased was standard commercial merchandise, nevertheless, due to the simple lines and good construction, it has been found possible to equip living quarters in an attractive manner and at the same time without waste or extravagance. This was taken to be the essence of the problem and favorable comment has been expressed on several occasions as to the manner in which the proposition has been met.

It is interesting from an equipment standpoint to note that the section had to provide accommodations for all classes of people, ranging from the superior accommodations required by the personnel of the many bureaus in Washington, as shown in the Government hotels, down to the bare necessities required for ordinary labor construction camps, and within this range there fall skilled mechanics at industrial plants, women workers, and day laborers at ship-building, ordnance, and other plants.

NOTE.—As an example of the cost of equipping a single bedroom in two typical projects, the following

figures may be given: For the Government hotels, representing a high-class installation, the furniture for each room amounts to \$57.55, the bedding cost \$23.58 additional, making a total of \$81.13. For a typical industrial territory job the cost of the furniture for a single bedroom would average \$25 and the bedding \$21.90, making a total of \$46.90.

INSTALLATION OF FURNITURE.

As to the work of field inspection and the supervision of furniture and equipment, we had to deal with the handling of merchandise and the installation at all projects, requirements of each project having been settled by requisition sent to the manager of the Operating Division and approved by the executive office. A field inspector would visit the project before furniture and equipment was shipped, to ascertain the exact conditions of the building and the dates on which the furniture and equipment was needed. We would then issue orders on warehouses holding our stock, and the equipment would start rolling to its destination. The field inspector would then go to the project and remain there to receive the furniture and equipment, to see that the ranges and kitchen apparatus were installed and dormitories comfortably furnished. After the installation, the project would be visited by the chief field inspector and the supervisor of furniture and equipment, both of whom were thoroughly versed in construction and interior furnishing of buildings. After such final inspections were made, reports were submitted to Washington. Any equipment which was lacking would be immediately shipped, and such items as could be eliminated would be sent to another point where the same were more urgently needed.

INSURANCE SECTION.

On July 23, 1918, Mr. Frederick K. Gaston was appointed insurance adviser without any remuneration. His duty was to ascertain the best and most economical method of securing protection through insurance for the Housing Corporation against all losses which might occur in connection with its operations throughout the various States.

As the majority of States have enacted and passed either workmen's compensation laws or employer's liability acts, it is necessary for every corporation or employer doing business in these States to satisfy the Insurance Commissioner by security or proof of financial ability, or through insurance, of their responsibility to pay claims for which they would be held liable in case of accidental injuries or death of any employees.

A great deal of data and statistics were compiled, and after these had been scrutinized carefully it was decided to adopt the plan of experience rating of workmen's compensation and / or employers' liability insurance approved by the War Department, a brief

synopsis of this plan being as follows: A number of the more prominent companies agreed, from patriotic reasons and from their desire to be of service to the Government, to make special rates for cantonment construction work, which rate was approximately 40 per cent less than the usual rates for classifications of this character. In addition, after being allowed a certain percentage for operating expenses and a small profit, it was agreed that after deducting losses which might be sustained, if there remained a further profit the same was to be turned over to the United States Treasury.

The same type of insurance was taken out for housing construction projects. The liability and compensation policies were issued in the name of "The United States Housing Corporation, principal and owner, and / or _____, contractor, as agent, and / or _____ subcontractor (if any)."

It was also found necessary to protect the Corporation against any financial losses which might occur by reason of fire, burglary or robbery, and liability to the public in general.

The insurance policies in many instances were placed by the contractors themselves on the above plan, the rule being that they are to be issued in duplicate and all forwarded to this section for approval. It was very essential to see that the contracts were drawn up to protect the corporation's interest in every way and that the rate charged was correct. After acceptance by the insurance section—and in most instances it was necessary to return the policies numerous times before they could be approved—the original policy was turned over to the secretary to be put on record and filed in this office. The record system of this section consists of describing the policy on a history card and then noting same upon an expiration card and filing the policy as a permanent record.

If it is necessary to cancel or revise insurance, the original documents are never returned to the company, but cancellation is effected by a notice from the company to the corporation or lost policy vouchers are executed. The duplicate policy is forwarded to the project and instructions given to the proper officials how to proceed in the case of accidents, or of loss to property. The usual method in the case of contractor's insurance is that the notice be forwarded to the insurance companies and a copy sent to this section.

In the case of accidents where the Corporation is directly responsible, notices of accidents or injuries and loss to property are sent to this section and we in turn notify the parties interested, and also the local representative is given instructions as to how to proceed. The final adjustments and all controversies are settled through this division.

The duties of the chief of this section are to see that all policy contracts are issued covering and protecting the corporation's interests to the fullest extent; that the rate of premium charged is the lowest obtainable; and, when necessary, to recommend improvements to the property in order to secure reduction in premium, providing said reduction and the saving involved would be sufficient to justify this expense.

The staff of the insurance section consists of two persons—chief of the section and secretary.

FIRE PROTECTION.

Because of the importance of fire protection to the successful completion of a building project, a separate manual of instructions was issued on June 24, 1918, to all works superintendents, giving fire-prevention regulations as to clearing of site, location of temporary buildings, storage of materials, lights and wiring for temporary use, housing of power machinery, heating devices, painters' shops and shanties, removal of rubbish and discarded materials, the care and use of fire appliances, etc. This manual was in force until October 1, 1918, when a new manual, prepared by the National Board of Fire Underwriters, was issued to all contractors and works superintendents. The provisions of this manual were carefully followed, and on every project either the works superintendent, or some one designated by him, acted as fire marshal. A chief fire marshal was appointed in the Washington office, whose duties were to visit the various projects and see that the recommendations contained in the manual of fire prevention issued by this Bureau had been carried out and to suggest any further action that the conditions on the various projects might require.

In the construction of houses much has been done in the line of fire stopping in frame buildings and fire-proofing around furnaces and kitchen ranges. The chief fire marshal on his inspection trips has devoted much of his time to the inspection of the construction work on houses, the location of fire hydrants and fire-alarm boxes, the installation of fire equipment when necessary, and keeping in close touch with the various city fire departments, arranging for the proper protection of the Government property. He is also assisting the insurance division in checking up insurable values on all properties, and looking up various matters in regard to the care of finished projects and watch service and fire patrol on excess material and property.

ALLAN ROBINSON,

Manager, July 1, 1918, to February 1, 1919.

WILLIARD HOWE,

Manager, February 1, 1919, to date.

Report for Furniture and Equipment Section prepared by Louis G. Smith.

Report for Insurance Section, by John de Sombre.

APPENDIX XV.

GOVERNMENT HOTELS.

History—Purposes—Description—Staff—Duties of staff—The guests—The service—The finances—Expense by room-month units—Expense by meal-month units.

HISTORY.

During the first few months of the war, Washington passed through successive stages of "saturation," first filling houses already in commission, next making use of vacant but habitable homes, and finally repairing vacant houses long since discarded. Following the economic law of supply and demand, the prices of houses and rooms increased as available living space diminished.

The high rents which had to be paid for crowded quarters bore heavily on the thousands of Government employees who had been brought from their homes in all parts of the country to do their share toward winning the war, and difficulties were especially great for young and inexperienced girls who accepted positions at \$1,000 and \$1,100 a year, never dreaming that such a sum would fail to pay expenses.

Besides suffering from indecent overcrowding of rooms, lack of sanitary conveniences, uncleanness, and exorbitant prices for quarters, many young women with healthy appetites actually went hungry from meal to meal because the day's allowance for food would not cover three hearty meals. Of course, many of these employees had never lived away from homes where there were bountiful tables of home-cooked food, and consequently they did not know how to order to the best advantage in the restaurants and cafeterias in which most of them were obliged to eat. But anyone who tried for \$1.50 to order enough food to repair the wear and tear of a war worker's day found it a heavy tax on ingenuity. It does not take higher mathematics to figure that \$20 to \$30 for part of a room, \$45 for board, and \$3 to \$5 for car fare will not leave much out of the \$83.33 a month which is exactly one-twelfth of a thousand dollars. It became increasingly difficult to secure meals in private families and boarding houses, as the scarcity and cost of service, the high prices, and regulation of food made it impossible to produce regulation meals for any price the war workers could afford.

Many war workers rose at 6 a. m. in order to reach the bathroom before the dozen others who had an equal claim on its rather precarious supply of hot water, or they were obliged to spend precious minutes waiting in hallways at a door which seemed perpetually closed and locked. The combing of hair was a

dreaded operation when two other faces already filled the one small mirror available. The securing of clean clothes meant a large weekly outlay or a laundry bee at night with damp garments hanging over chair backs in the sleeping room and a hurried pressing out on the floor in the morning, if the electric iron could be locked securely from the prying eyes of the vigilant landlady. Some girls sent laundry home and at least one hard-pressed war worker sent laundry to California by parcels post to avoid the Washington laundry prices and the poor service.

What wonder if, after a tedious delay in finding foot room on the crowded street cars, after a vigorous pommeling of sharp elbows in ribs which covered an empty stomach, and after a weary line-up for a cafeteria breakfast of coffee, cereal, and corn bread which cost from 25 to 40 cents, that the war worker arrived at her office at 8, 8:30 or 9 a. m. very poorly fitted to give her harrassed superiors the service which they needed so sorely?

All through the year 1917 the local District council of defense labored valiantly to find a solution of the problem, but by the end of the year it became apparent that the situation was not being met. On December 12, the District council furnished a report of unoccupied houses, urged the establishment of a central room registry, and expressed the opinion that the Federal Government would be forced to provide additional living accommodations.

On December 17, 1917, a report signed by George T. Keyes, executive secretary of the National Civil Service Reform League, declared that the housing committee of the District council of defense had been in existence seven months and was unable to handle the housing situation adequately. The committee arrived at the conclusion that the problem was a Federal, not a District problem, and that the Federal Government should handle the housing through an agency responsible to it. If after an exhaustive survey not enough places were found to be available, one of the remedies recommended was the building of quarters. The committee urged immediate consideration if the war machinery was not to break down utterly.

On January 15, 1918, a report of a conference of housing specialists stated that it was the unanimous opinion of the conference that temporary housing

should be provided for 5,000; that funds should be provided to distribute 15,000 in lodgings; and that the Government should spend \$7,000,000 for economical permanent dwellings.

By this time Mr. Otto M. Eidlitz was serving as chairman of a committee on housing which was the predecessor of the present bureau, but Washington housing was not conceived to be part of the committee's work, and Mr. Eidlitz so stated in a letter dated January 17, 1918, to the secretary of the National Civil Service Reform League, who maintained that a single agency should handle the housing for all departments and that the Washington problem was Federal, not local.

On January 30, 1918, the Intercollegiate Bureau of Occupations, New York, reported to the Secretary of Labor that it was not advisable to recommend clerical workers for the Government until adequate living arrangements were provided for women with small incomes.

On February 9, 1918, the president of the Girls' Friendly Society in America wrote to the Secretary of Agriculture and to the Attorney General that, after personal investigation, many women were found to have returned home because of lack of living accommodations and that she could not advise young girls to enter the Government service. She urged immediate congressional action to provide the same facilities for women workers as were provided for the shipbuilders.

Soon after, the Secretary of Labor formally appointed Mr. Eidlitz director of industrial housing and transportation, and the chairman of the local council of defense formally took up with him the problem of local housing. In the meantime the chief of the Housing and Health Division of the War Department had prepared a chart showing the Washington needs for housing. On March 29, 1918, the president of the United States Civil Service Commission wrote the Secretary of Labor that recruiting of office help was most difficult because of inadequate housing.

By March of 1918, therefore, it had come to be pretty generally recognized that Washington housing, and especially the provision of living quarters for the Government war workers, was a problem for Congress, and an amendment was ultimately added to the housing bill, which finally passed on June 4, 1918. The Housing and Health Division of the War Department and the District council of defense continued to secure data and make suggestions concerning housing needs and control.

During the months of waiting for enabling legislation the Housing Bureau made tentative plans. One of the sites most discussed for temporary buildings was the strip of ground from the Union Station to the Capitol. Some of this land had belonged to the Baltimore & Ohio Railroad, but now that the railroads were being

operated by the Government there was some doubt as to its status. On April 16, 1918, the director of the Housing Bureau asked permission of the president of the Baltimore & Ohio Railroad to use the station site for dormitories and received the reply that the railroad company was willing to allow the use of this site if the legal status in the Government controversy would not be impaired.

On April 20, Mr. Burt L. Fenner, the manager of the Production Division of the bureau, made a comprehensive report to the director, which is quoted in full:

HOUSING IN THE DISTRICT OF COLUMBIA.

1. From a survey of the conditions existing on March 1, made by Maj. Z. L. Potter, chief of the Housing and Health Division, War Department, it appears that between that date and December 31 about 26,300 additional civilian employees with 2,600 members of their families and about 1,000 officers with 1,500 members of their families, a total of about 31,400 persons, will require housing in Washington. Of this total about 18,400 are expected before July 1 and 13,000 between July 1 and December 31. This is at the rate of about 1,065 per week until July 1 and about 495 per week thereafter. It is estimated that from 60 to 65 per cent will be women.

2. Maj. Potter reports that rooms can be found for the first 9,400 to arrive, that 4,400 additional rooms could be made available by taking over and repairing vacant houses, that 750 rooms will become available when the Government vacates residential properties now used as offices, and that 2,750 additional persons could be provided for, during the summer at least, by taking over the private school dormitories in the city. If all these means were utilized to the fullest extent, accommodations for 17,300 could be made available before July 1 without the construction of new buildings, leaving 1,100 to be provided for before July 1 and 13,000 thereafter, a total of 14,100 between now and December 31, the point of saturation being reached about the middle of June.

3. The problem to be solved involves not only the housing, but the feeding of the newcomers. For the housing, it is recommended that groups of two-story buildings be erected, connected by corridors with a central sitting room or lobby and office, each wing containing about 100 rooms; size, 9 feet 6 inches by 12 feet. The number of such wings in each unit would depend upon the size of the available site, but it is believed that 1,000 rooms should be the maximum of a single unit. This is about the size of the Hotel Biltmore in New York.

For feeding the occupants of the dormitory wings, two methods are possible: (a) By regular restaurant service in which all meals are served to the guests by waitresses. This would require one waitress to eight guests, or a total of 125 waitresses for each 1,000 guests. To house these waitresses would require 12½ per cent of the amount of housing required for the guests themselves. This plan would call for a separate kitchen and dining room equipment for each 1,000-room unit. In order to be able to serve meals at a moderate cost, a very limited bill of fare, on the American plan, would be necessary. (b) By a cafeteria service. By this method a central building containing a large lobby or waiting room, coat room, and toilet facilities and from two to four separate dining rooms, each accommodating about 500 people, and all supplied from one kitchen would be provided for each geographical group of units. This method would eliminate all waitresses, a few omnibus boys to collect soiled dishes taking their place. The service would be more rapid, the amount of kitchen equipment very greatly reduced, and, at the same price, better food in greater variety could be served. Furthermore, as the cost of food would be separate from room rent, room occupants would feel at liberty to take an occasional meal elsewhere should they so desire, and this fact would in itself be a constant spur to the management to make the meal service satisfactory.

4. The accompanying map shows a large number of sites of varying degrees of availability.

(A) Six squares between the Union Station and the Capitol, including the square owned by the Baltimore & Ohio Railroad.—The latter square, by reason of its size and the slope of the land, is best suited for the restaurant or cafeteria service. On the other five squares, accommodations for about 3,000 persons can be had, provided cafeteria service is used. If restaurant service, two restaurants would be needed and the number of rooms for guests would be reduced about 20 per cent. On the Baltimore & Ohio square, in addition to the restaurant building, on the low level at the northwest corner, there should be placed a central storehouse with stock refrigerators, from which all supplies could be distributed daily to other groups in other parts of the city; also a bakeshop and laundry to serve all groups. An alternative location for the storehouse might be found adjacent to the railroad yards where a siding could be had. The Baltimore & Ohio square would also be utilized for dormitories for all the help in this group of buildings. The Capitol power plant might be utilized for all power and light, if its capacity will permit. This will be further investigated.

(B) That portion of the Monument grounds fronting on B Street and extending from Fourteenth to Seventeenth Streets.—This would accommodate two 1,000-room units with a separate restaurant building.

(C) The site west of the new Navy Department buildings and north of the Lincoln Memorial.—This would accommodate two 1,000-room units and restaurant.

(D) East Potomac Park.—Several 1,000-room units with required restaurant facilities could be placed in this locality. It is suggested that many of the reserve officers on duty in the various departments might be accommodated here, if this were thought desirable.

(E) The site along the north side of the Mall from Twelfth to Fourteenth Street.—This site seems less desirable than any of the others mentioned as it is filled with fine trees and is one of the most beautiful parts of the park and one which could ill be spared from park uses.

(F) There is another possible site on privately owned property between B and E and Twenty-first and Twenty-third Streets. This land could probably be rented at a price of about 10 cents a foot, which would represent a cost of about \$70,000 per annum. There are, however, a few old buildings of small value now upon this property. This site is admirably adapted to the use proposed by its size and shape, its higher elevation, and its proximity to the large office population in that section.

5. The method of construction proposed is as follows: Exterior walls of terra-cotta blocks, stuccoed on the exterior, wood framing inside, a nonflammable roof, fire walls for every 3,000 square feet of area, one fire stair in each 3,000 square feet subdivision.

6. Cost.—It is estimated that the dormitories could be built for about \$800 per room, this price including furniture and the proper allowance for corridors, lobbies, etc. The kitchen and dining room buildings would cost, with their equipment, about \$80,000 for each 1,000 persons. The general storehouse, including bakeshop and laundry, would cost about \$885,000, for a capacity sufficient to accommodate 10,000 persons. The housing of the help required for 10,000 rooms would probably cost another \$350,000. Thus the total cost of housing 10,000 persons, food service being on the cafeteria plan, is estimated at \$1,035,000. By the restaurant plan the cost would be considerably increased.

SUMMARY.

10,000 rooms, at \$800.....	\$8, 000, 000
Cafeteria buildings.....	800, 000
Help's dormitories.....	350, 000
Central stores, laundry, and bakeshop.....	885, 000

This represents a cost of \$1,003 per person..... 10, 035, 000

Soon after this Mr. Waddy Wood was consulted concerning plans, and during May and June much preliminary work was accomplished, but until the bill was finally passed, the appropriation made on June 4, 1918, and the Department of Labor formally designated by the President of the United States to carry out the provisions of the act, no contracts could be made with architects or contractors.

Miss Olive Davis, experienced in housing and living conditions for large groups of women, held many conferences with Mr. Wood and worked out with him the specifications finally adopted for the Government Hotels.

On May 13, Mr. Fenner presented data on sites and estimates to the director and made recommendations for an immediate building program. His report follows:

TEMPORARY HOUSING, WASHINGTON, D. C.

In developing preliminary studies of dormitories for housing Government employees in Washington, we have adopted as a type three-story buildings, nonfireproof, though with exterior walls covered with stucco on wire lath. Each building consists of a series of detached wings, each housing from 50 to 100 persons in single rooms. The number of such wings depends upon the area of the available sites. Each unit contains a central lobby, sitting room, and cafeteria, dining room, and kitchen.

The standard size of bedrooms is 9 by 11 feet.

Four locations have been considered as follows:

	Persons.
(A) Union Station group, six units, total capacity.....	4, 500
(B) Monument group, B between Fifteenth and Seventeenth Streets, two units.....	3, 000
(C) Island group.....	1, 850
(D) Group between Twenty-first and Twenty-third, B and D Streets, five units.....	6, 000
Total.....	15, 350

The cost of constructing all these buildings above mentioned would be approximately \$13,320,000.

In view of the fact that the immediate need does not appear to call for so large an amount of housing, and of the further fact that some locations will undoubtedly prove more popular than others it is suggested that the following units be constructed at once, and the others postponed for the present:

	Persons
(A) Union Station group, three units, capacity.....	2, 800
(B) Monument group, one unit, capacity.....	1, 500
(C) Island group, capacity.....	1, 850
Total.....	6, 150

The estimated cost of these units is as follows:

(A) Union Station group.....	\$2, 575, 000
(B) Monument group.....	1, 215, 000
(C) Island group.....	1, 492, 000
Total.....	5, 282, 000

Heat and power for the Union Station group can be obtained from the Capitol power plant, provided Congress approved. The plant has ample capacity. The Potomac Electric Co. can furnish heat and power for the other groups. The cost of extending the mains is included in the estimates and is very materially less than the cost of installing separate plants.

The estimates have been arrived at by carefully taking off quantities on one unit and thus arriving at a cost per room and a cost per square foot. These figures have then been applied to the other units. The cost per square foot, exclusive of heating mains and furnishings, is approximately \$3.35 and the cost per room \$860, exclusive of furnishings, which latter will cost approximately \$100 per room.

On May 15 the bureau received the opinion of counsel that the status of the controversy regarding the Baltimore & Ohio property would not be impaired by temporary occupancy, but there were still some details to be agreed upon in this agreement at the end of June.

By June the delay in securing housing legislation brought another communication from the Civil Service Commission to Secretary Wilson asking for action to provide accommodations for newly appointed Government employees that the commission might get better results from advertising, and again calling attention to the fact that the commission was hampered in its work by adverse reports of lack of housing. The commission urged the Union Station and Meridian Hill sites. The Secretary of Labor on June 10 replied that every effort was being made to facilitate the provision.

On June 24 Mr. Fenner reported to the director two plans for proposed hotels and dormitories. He stated that the President of the United States had approved the sites, and asked approval of plans and specifications, stating that work could commence in a few weeks. This report was forwarded to the Secretary of Labor on June 28, and on July 11 the Secretary of Labor transmitted the following reply:

[Memorandum for Mr. Otto Eldlitz, director of Industrial Housing and Transportation.]

Referring to your memorandum of July 1 and our conference of yesterday, it is hereby directed that the plans shall be a compromise between plan (a) and plan (b), in that there shall be residence halls with dining rooms and room service, and each city block unit shall be so arranged as to make it possible for central control of management and police from the main office within the block. I have no objections to a cafeteria arrangement in addition if that can be done without unusual or extraordinary expense.

The largest number of the halls shall be set aside for the exclusive use of women, a smaller number for the exclusive use of men, and a still smaller number for the use of men with families. The size of each hall unit will be left entirely to the discretion of the Housing Bureau, having in view the economic management of the dining rooms. One unit should be set aside for the care of arrivals temporarily until they can be located, a limitation being set upon the length of time they may be permitted to occupy temporary quarters.

There should be small basement room for each unit provided with wash trays and electric irons so that guests may do a portion of their own laundry work, such as handkerchiefs, etc., if they so desire. The basements should also contain a kitchenette for the sole use of guests, both under proper regulations and supervision.

(Signed) W. B. WILSON,
Secretary.

The day following the receipt of this memorandum from the Secretary of Labor the appointment of Mr.

Waddy Wood, of Washington, as architect for the Plaza-Capitol group was confirmed. On July 15 an executive order was issued by the President of the United States to the Secretary of Labor authorizing the use for housing of squares 229 and 230. On August 5, 1918, the contractors informed the bureau chief of industrial relations that work had begun on the dormitories near the Union Station and requested assistance in providing labor. In order to push the buildings to completion at the earliest possible moment, it was necessary to work overtime, but even at this, it proved exceedingly difficult to find labor to man the project.

At the signing of the armistice all overtime work was discontinued and the whole progress of construction was slowed down by the uncertainty which attended the future of this and other projects and by the unrest in labor, which culminated in disputes and strikes. The decision of the House Committee on Public Buildings and Grounds, on January 21, 1919, to permit Project 54 A, B, D to proceed, again released the brakes on construction and building and equipment was once more undertaken with vigor. But the changed conditions caused by prospective peace and by the abandonment of 54 C—the Twenty-first and B Street project—made necessary a good many readjustments in layout.

All during the period of construction the Operating Division had been making provision for furniture and equipment, so that by the time the buildings were completed the furnishings were in the main ready to install. But here again war and its aftermath were responsible for endless irritating delays and substitutions in shipments.

There had been some delay in plans occasioned by the change from cafeteria to regular dining rooms, and as the operating representatives were chosen there were further changes from time to time. Mr. James B. Regan, of the Hotel Knickerbocker, New York, offered valuable suggestions on the layout of the kitchens and dining rooms, and on August 19, 1918, the director formally requested Mr. Regan to take charge of the Plaza residence halls then in course of construction, Mr. Regan being authorized to report directly to the president of the United States Housing Corporation. Mr. Regan, however, declined to serve, and on September 25, 1918, the management was turned over to Mr. Allan Robinson, manager of the Operating Division of the United States Housing Corporation, "with power to provide the necessary executives."

On October 1, 1918, the appointment of Mr. Alfred S. Amer, manager of the St. Charles Hotel, New Orleans, was formally approved as general manager of the Washington residence halls. At this time the groups on the Union Station site and that at Twenty-third and B Streets were well under way and Mr.

Amer was to be held responsible for both groups. Under him was Mr. W. J. Quinn. After the signing of the armistice Mr. Amer felt obliged to return to the St. Charles Hotel in New Orleans, and on December 28, he handed in his resignation, offering to continue in an advisory capacity. He was succeeded soon after the first of the year by Mr. J. H. Weaver.

Early in January Mr. Allan Robinson, manager of the Operating Division, resigned to return to New York, and was succeeded by Mr. Willard Howe, but from March 1, 1919, the manager of this project reported directly to Mr. Irving E. Macomber, vice president from that date of the United States Housing Corporation. Upon Mr. Quinn's resignation, March 17, 1919, he was succeeded by Mr. H. J. Spurway, who bore the title of assistant manager. On the 1st of May Mr. Spurway was succeeded by Miss Olive Davis, who was promoted from superintendent of halls to assistant general manager.

In spite of many obstacles, however, the first unit of 162 beds was opened on December 19, 1918, four months and 17 days after the contract had been let. The various units for convenience are designated by letters of the alphabet, as "A-B" Building, "C-D" Building, etc., each consisting of two wings. The units were opened in the following order: E-F, December 19, 1918; N-O, December 25, 1918; L-M, January 15, 1919; P-Q, January 21, 1919; X-Y, January 27, 1919; C-D, February 3, 1919; T-U, March 1, 1919; R-S, March 8, 1919; I-K, March 20, 1919; A-B, March 31, 1919; V-W, April 15, 1919; G-H, May 10, 1919; administration No. 1 dining room, March 1, 1919; laundry, April 16, 1919; administration No. 2 dining room, May 20, 1919; and infirmary, May 31, 1919.

The opening of the first house was greatly delayed because one of the war bureaus had commandeered the expansion pumps while en route and temporary boilers had to be installed to furnish heat. The operation of any plant before the completion of construction is difficult, but it was real pioneer work to heat houses with no tools beyond coal shovels and to clean rooms with no utensils but an inadequate supply of brooms. The securing of a staff of employees was no light task, but the house managers and their assistants crowded the carpenters and the painters and made comfortable the discouraged war workers who were eager to claim their rooms.

The hotels were fortunate, however, in division heads. From the beginning and all through the trying changes of management Miss Olive Davis was in charge of the houses, and it was her plan of house organization that was put in force. Mr. Frederick H. Malkie, formerly in charge of the laundry at the Mc-Alpin Hotel, New York, was placed in charge of the laundry. Mr. J. W. Davis, formerly outside superintendent of the Lake Placid Club, was in charge of the mechanical shops. When the dining room in the Cap-

itol group was opened it was put in the hands of Miss Mary Lindsley. The infirmary was placed under the supervision of Miss Doris Burchard, a graduate of the Union Protestant Infirmary, Baltimore, Md.

On June 20, 1919, the present management was installed. Miss Lindsley was made superintendent of food service and placed in charge of both dining rooms; Miss Mary L. Rust was appointed superintendent of halls; Miss Alice Stearns, registrar, and Mr. W. R. Bissell, auditor. Thus was constituted the executive staff of six women and three men, which is now administering the hotels and which it is hoped may continue throughout the fiscal year.

PURPOSES.

It was originally planned that there should be three groups on the Plaza and Capitol sites for single workers and that the Twenty-first and B Street group should contain some apartments for families. But the increasing proportion of women in the Government employ and the augmenting difficulty of persuading householders to rent rooms to women when so many military officers and opulent civilians were in the market offering large prices and demanding no home privileges, made many of those who read the signs of the times believe that the Plaza-Capitol groups should be planned solely for women, and the plans were drawn to supply this need. The insistent demand of the men, however, was finally heard and the plans were changed to adapt the Plaza group to the needs of men. The second draft, however, resulted in the replacement of many men employees, and long before the buildings were finished it became apparent that, however great might be the desire to provide quarters for men, it could not compare with the tragic need to shelter the women war workers.

Once having granted the need for housing women and having established the purpose which the project was designed to fill, it became apparent that there were fundamental differences in points of view concerning the management of these buildings. It is axiomatic that an architect can not produce an intelligent plan for a home until he knows something of the daily life of the prospective family; and this is quite as true of group buildings as it is of private dwellings. Indeed, in the case of a vast project such as the Government hotels, it was necessary to make a complete scheme of operation before the architect could provide for the physical equipment necessary.

HOTELS OR RESIDENCE HALLS.

From the first it developed that there were different schools of thought on this subject. There was the "hotel" school, the "home" school, and the "residence" school, with various combinations. The "hotel" school was subdivided into those who believed that the finances and daily operation of

housing and feeding 2,000 women could be properly administered only by a hotel man of long experience and those who believed that an experienced hotel woman should be put in charge. In support of this latter theory note the resolution of the Clerks' Housing Committee adopted July 15, 1918:

Resolved, by the Clerks' Housing Committee, That, under the direction of Mr. Allan Robinson, a competent woman with suitable hotel experience, should be secured to manage the women's residence halls to be built in Washington.

Note also that on August 9, 1918, this same committee protested against the appointment of a man.

The "home school" was largely represented by those who thought that the buildings would be occupied by many very young and inexperienced girls away from home and from parental control for the first time, in an era of great emotional strain. These believed that there should be some very special provision to protect these young girls from imprudence and harm; that the residents should be very definitely under the care of women trained in social service.

The "residence" school believed that the protection feature could be carried on unostentatiously if women of judgment were in charge, and that the only restrictions which should be apparent to the residents should be those against theft, fire, and trespass.

MEN OR WOMEN MANAGERS.

Needless to say that both the "home" and the "residence" schools of thought were unanimously in favor of women management.

From March on after a number of the houses had been opened and men were in charge, many letters and visits were received by the Secretary of Labor and the United States Housing Corporation urging the appointment of a woman manager. Dr. Anna Howard Shaw wrote a strong letter and was instrumental in having passed at the annual meeting of the National American Woman Suffrage Association, held in St. Louis in May, the resolution: "That Government residence halls for women be placed in the hands of women."

Mrs. Raymond Morgan, one of the vice presidents of the Association of Collegiate Alumnae and president of the local branch, transmitted resolutions as follows:

Whereas the Association of Collegiate Alumnae has already urged on the United States Government that wherever great bodies of women are employed the conditions under which they live shall be under the immediate supervision and control of women officials with adequate authority; and

Whereas the Government has erected in Washington buildings housing 2,000 women in Government employ: Therefore be it

Resolved, That we, the members of the Association of Collegiate Alumnae, representing 75 colleges and universities, in convention assembled in St. Louis on this, the 3d day of April, 1919, do respectfully urge upon the Secretary of Labor and the president of the United States Housing Corporation that the policy and administra-

tion of these Government residence halls for women be placed in the hands of women; and be it further

Resolved, That as we believe only especially trained women of proved executive ability should be appointed to Government positions of authority, we request that the Association of Collegiate Alumnae be permitted to make recommendations for the above positions.

The president of the College Club transmitted a resolution of March 24, 1919, to the Secretary of Labor and to the vice president of the United States Housing Corporation, urging the appointment of a woman dietitian.

NAME.

The various points of view are illustrated in the history of the successive names by which this project has been known.

In the early days this project was informally called the Washington Dormitories, in conformity with the definitions advanced in the "Standards," that temporary buildings designed for single persons, provided with a central eating place, should be known as "dormitories." The term dormitories, however, offended many who had had no opportunity to profit by the nice distinction between "barracks," "dormitories," "hotels," and "boarding houses" as set forth in these "Standards."

Miss Davis suggested the term "Residence Halls." This was formally adopted by the Operating Division in all of its early memoranda, and it is used in the memo. of the Secretary of Labor dated July 11, 1918.

Mr. Regan, on the other hand, was an unalloyed advocate of the "hotel" plan. He was responsible for the change from the original cafeteria plan to that of dining rooms. The official nomenclature adopted during Mr. Regan's regency was "Washington Hotels for War Workers." But as Mr. Regan had declined to serve permanently and as the armistice had been signed before the first house was opened, this name was changed to "Washington Hotels for Government Workers."

The sundry civil bill for the year 1919-20 designated this project "Government Hotels for Government Workers." And so it came about that the official name of "Government Hotels" was adopted.

KEYNOTE OF MANAGEMENT.

As actually reflected in the plans which were put into execution, however, the residence idea as opposed to the hotel or home idea is still to the fore. A bedroom and bath, together with the adjoining corner room at the front of each house, was provided for a house manager. The manager was to have an assistant manager, whose room was on the opposite wing of the house.

Some of the men on the staff have been skeptical, others critical, still others progressively impatient of money spent for a "job" which in their eyes could quite as well be filled by a working housekeeper

lodged in the attic. In this regard, certainly the "purpose" as worked out in the floor plans was to provide for the Government workers who reside in these buildings the same standard of living with the home background that is so much valued in the buildings more recently constructed for unmarried working women by the Young Women's Christian Association and similar organizations.

PURPOSE.

The composite purpose, then, in building the Government Hotels was first to provide war workers and later to provide Government workers with a suitable residence which should furnish so long as needed or feasible in the temporary buildings erected on Government land, the nearest approach to home life possible to a community of nearly 2,000 women.

DESCRIPTION.

THE BUILDINGS.

The plant covers an area of 15 acres. There are 12 houses, two administration buildings, an infirmary, a heating plant, a cold-storage and shop building, and a laundry. The construction is hollow tile covered with stucco. The roofing is of a cheap patent material which was the only quality of roofing allowed for temporary buildings by the War Industries Board at the time of construction.

In the Plaza administration building on the first floor are located the offices of the auditor, the cashier, the paymaster, the registrar, and the dining room, kitchen, and storeroom for this group. On the second floor is the office of the management and sleeping quarters for the staff, together with rest and locker rooms for the employees. In the Capitol administration building on the first floor are located the office of the superintendent of food service and the kitchen and dining room for this group. On the second floor is a recreation room. In the basement are storerooms and rest, change, and dining rooms for employees.

The houses are three-story, two-wing units, each containing 122 single and 20 double rooms. Spacious living rooms form the connecting link of the U-shaped buildings. The double front doors open directly into a lobby 30 feet wide and 36 feet deep, broken by four 2-foot panels supporting a heavy beam and lighted by five windows across the rear and four windows in front. An archway connects parlors on either side, 14 by 27 feet, from which sliding doors communicate with a writing room on one side and the house manager's office on the other. This makes an open space of 90 feet across the width of both wings and the connecting link and gives the coziness of seclusion and the propriety of family living rooms. The house manager's room and bath in one wing occupy the space of two single rooms. In the opposite wing on the first floor are two rooms with bath between, which occupy the space of three single rooms. These were provided for the assistants to the house manager.

Opening on each side of the long corridors are the rooms, 9 by 11 feet, with a built-in clothes cupboard supplied with rod for hangers and closed hat compartments above. Each room is supplied with hot and cold water, central electric light, and wall socket. The corner rooms are double, 11 by 17 feet. There are transoms over the doors to provide ventilation.

For each of the six corridors there are four toilets, a bathtub, and four showers. In six of the buildings these showers are provided with double dressing rooms in order to give maximum use of the baths. In each corridor is a drinking fountain connected with the city water supply and equipped with concealed coil,

which is packed with ice daily. In each wing there is also a hand operated trunk lift.

A flight of stairs is placed at each end of the corridors. The stairways in the rear are inclosed by fire walls and connect by glass doors with the main corridors. The exit is through double outward-opening fire doors. In addition to this exit, after the buildings were otherwise complete, outside fire escapes were added, entrance to which is effected through passageways originally planned for linen rooms. On the second floor the corridors open on a canvas-deck porch, 16 by 30 feet.

In the basement there is a small laundry and kitchenette. Doors open into an unfinished cellar which is used for storage of trunks, and there is a service room for hot-water tank, steam-regulating valves, and other appliances.

The infirmary is a one-story cottage, with a covered porch area across the front and a large screened sleeping porch across the rear. The central hallway opens into an office on the right and a small reception room on the left. There are a dispensary, a diet kitchen, a utility lavatory, two private rooms, and a ward, besides quarters for two nurses.

Powerhouse, cold storage, and laundry.—On a block adjoining the Government Hotels are placed the heating plant, the laundry, the cold-storage plant, and shops. The heating plant is a substantial fireproof building and contains the boilers, separate pump room, toilet and shower baths for white and colored workers, and the plumbing shop. Back of the heating plant is a building in which are located three cold-storage rooms, a brine ice-cream freezer room, the ice manufacturing plant, the electrical, carpenter, paint, and machine shops, also storage of maintenance supplies. Adjoining this building is a lean-to garage for the motor trucks and cars.

FURNITURE AND EQUIPMENT.

The furniture selected for the Government Hotels deserves special mention.

Administration buildings.—The main lobby of the Plaza administration building is a high-ceilinged room, 30 feet wide, entered by three sets of double doors from a recessed loggia and flanked with triple arches which frame the desk service on the right and the offices and stairway on the left. Across the rear are six graceful columns giving access to an alcove which opens through three sets of double glass doors onto an uncovered patio. Archways frame the entrance halls which lead past the patio to the dining room.

To fit into this charming soft-gray background, furniture of birch with mahogany finish has been selected. There are two refectory-shaped tables, six settees, numerous arm and plain Windsor chairs, two double writing tables, and a half dozen brown-stained rattan chairs with gray and old-blue chintz cushions.

The lobby in the Capitol administration building is similar to that in the Plaza. The offices are on the right, but the space to the left is used for reception rooms. A fireplace and high mantel dominate the end of the room. In front of the pilaster panels flanked by columns which frame the glass doors into the patio stand Sheraton chairs in mahogany finish, upholstered in gray and old rose. The general provision of stained rattan chairs with gray and old-rose cushions gives a note of comfort and cheer to a room which is otherwise quite formal in appearance.

Kitchens.—In the general plan the dining rooms and kitchens are similar. In the Capitol group there is a basement which provides ample dressing and rest rooms for all of the employees, also a large storeroom for groceries, supplies, and for dishes for both restaurants. At the rear of the Plaza kitchen an inclosed court furnishes wall space which has been utilized as a storeroom for grocery supplies on one side and a vegetable-preparing room on the other. Over these two dressing and locker rooms for the employees have been built. The entire space of each kitchen was left in one large room. The kitchens are placed to give east, south, and west exposures and have an abundance of windows and a large cupola with glass louvers for light and ventilation. The walls are gray plaster of a smooth finish and the floors are of gray

cement. The floor space, 52 feet by 90 feet, is very well divided into a serving pantry with its own refrigeration, thus enabling the department which handles the salads, coffee, breadstuffs, cold cereals, fruit, and deserts, to operate as a unit, and making possible a check on intake and outtake.

The pantry is equipped with three 20-gallon tanks for coffee and with a Blakeley roll warmer. The butcher shop is placed back of the refrigerators with a west exposure. It is equipped with sink, scales, meat choppers and slicer, blocks, and tables, and is so arranged that no heat from the ranges or steam from the soup and vegetable cookers can penetrate the department. The ranges are placed at the southern half of the kitchen, extending from east to west. They consist of six double hotel gas stoves and two broilers. At the back of these and covered by the same ventilating hood are the stock and vegetable cooker. The latter is the regulation square bushel-size steamer, but the stock kettles are two 60-gallon and two 40-gallon high-grade aluminum pots. The vegetable masher is a three-speed cake mixer. The vegetable sinks and peelers are well placed for convenient operation and show great care in eliminating the portage usually necessary for the handling of vegetables in large quantities. On the west wall, located close to the dining rooms, and yet giving a fair protection from the noise always incurred in the handling of dishes in large quantities, is located the dish-washing section. For all flat china a dish washer is used, and conveniently arranged for quick distribution are the sinks for glasses, silver, and cups.

The bake shop is located in the southwest corner and is divided into two sections—one for breadstuffs, the other for pastry. The equipment consists of the regular bakery machinery, a cake mixer, proofing boxes, dough troughs, refrigerator, portable coal ovens, pie and cake racks, all conveniently arranged for eliminating walking.

Dining rooms.—The dining rooms are spacious, with east and west exposures and the same central ceiling ventilation as the kitchens. The walls are soft grey; the floors are yellow pine. The only mark of distinction between the two dining rooms is the color of the draperies—one has the rose color and the other blue cotton rep. Each dining room is equipped with 90 round tables seating six in colonial dining chairs, with split-cane seats.

There are two types of service tables, one containing a compartment drawer for silver and a shelf for extra table supplies, the other a flat top table. There is also a generous supply of tray stands. The table service is very plain, unbleached cotton cloth, napkins and table covers, white Syracuse china and a triple-plate plain silver, Colonial pattern. The linen service is very generous, making it possible to provide invitingly fresh tables, even at the second sitting.

The place service comprises a set up of two forks, two knives, two teaspoons, and one dessertspoon and one ice-tea spoon for dinner. For breakfast, one fork, two knives and one teaspoon, and one dessertspoon. The dish service comprises a butter chip or bread and butter plate, a service plate with soup bowl, a 9-inch dinner plate, a salad plate, and a service plate with the desert. The ice water in the restaurants is supplied from the refrigeration plant, and there are eight stations with nickel faucets and marble basins.

Houses.—The lobbies of the 12 houses are furnished with brown rattan settees and chairs fitted with chintz cushions, birch refectory-shaped library tables finished in brown mahogany, and Windsor chairs in the same finish. Mahogany piano lamps surmounted by silk shades cast a subdued glow over the rooms and make reading and sewing a temptation. Two Sheraton mirrors hang on the walls and the two bulletin boards are mahogany finished and Sheraton in style. The windows are hung in green or brown sunfast and the doors with chintz portiers.

The parlors are furnished rather more formally with plain Sheraton chairs in brown mahogany finish, upholstered in figured mohair, with Sheraton sofas to match. The writingroom is furnished by several double writing tables set on four slender legs and by

a few card tables. The house manager's office contains a sofa, a library table, and comfortable chairs. The walls are papered in a warm gray and gray linen rugs are used as floor coverings.

Each bedroom is furnished with a chest of drawers, set on slender legs, 6 inches from the floor, thus making it possible to keep the floor clean underneath; there is a mirror hung on wall, a small writing table containing a drawer and one shelf underneath; one Sheraton upholstered chair and one wooden bedroom chair, all finished in gray-green enamel. The cot bed is of the same gray-green color. Under the bed is a low cedar chest on noiseless wheels. The walls are covered with a gray-toned paper, and gray rugs are on the floor.

The roof terrace is furnished with comfortable porch chairs.

The hall floors are covered by green runners.

There are eight beds in the ward and two in private rooms.

Infirmary equipment.—In the ward, which occupies the entire width of the building, there is an abundance of fresh air and sunshine. Two large electric fans are provided for hot weather.

The dispensary is completely equipped with three steam sterilizers (dressings, instrument, and water), medicine cabinet, examination table, adjustable floor lights, and small electric sterilizer.

The utility lavatory contains all the bedside utilities, treatment facilities, and a large steam sterilizer for dishes and utensils.

The kitchenette is supplied with steam table, gas plates, and bedside trays.

HEATING PLANT.

Boilers.—The heating plant is equipped with four 200-horsepower Kewanee portable smokeless boilers and one 250-horsepower boiler. The boilers are fed by two 12 by 7 by 12 duplex pumps, and one 6 by 4 by 6 for use during summer months as reserve, connected with boilers with independent feed-water lines which give safety in emergencies.

The condensation water, except some of that used in cooking, is all brought back to power house and is piped to a condensation receiver which has an automatic pump governor, so that very little new make-up water is needed. What new water necessary is taken from a hot-water heater which is equipped with automatic temperature-regulating valve, which admits live steam when the temperature falls below a fixed point. The exhaust from the pumps is also fed through this heater, and heats the water except under extreme conditions.

Steam pressure.—The boiler pressure covered is about 80 pounds, and there is a steam main leading out to each group of buildings. The pressure in these mains is reduced at the heating plant to about 35 pounds, which is sufficient to run the kitchens.

The pressure is again reduced at each building to the 4 or 5 pounds necessary for the heating system, and a separate thermostatic valve is installed in each building for the hot-water supply.

Fuel.—Anthracite coal is used and the bottom of the coal pockets is on a level with the firing floor. The coal is brought in on a small industrial railway car with drop sides, $\frac{1}{2}$ ton capacity, and shoveled directly from car to furnace. The coal pocket has an overhead drive on a grade so that trucks can dump into pockets at any point.

Ash disposal.—A steam-jet ash conveyer is installed in a trench in front of boilers with openings at each ash pit so that all ashes are raked directly from furnaces into conveyer, from which they are blown into an overhead bin, provided with chutes for loading wagons.

ELECTRIC CURRENT.

Electric current is supplied for lights and motors from the Capitol power plant. The current comes in at high tension and is reduced at each building by transformers to the low tension necessary for lights and motors.

FIRE-ALARM SYSTEM.

A fire-alarm system has been installed in each group. There are individual boxes on each floor of each wing in all houses. In case of fire, the alarm is rung in the usual way by pulling on

hook at the nearest box. This rings the alarm in the building and rings house at the administration building, where city alarm boxes are installed. The hotel's fire chief has arranged that four companies shall respond to any alarm from these boxes.

REFRIGERATION.

There are refrigerating plants in each kitchen, with a circulating brine system for the boxes, in which the temperature is regulated by controlling the flow of brine. The refrigeration machinery is of the automatic type with ammonia compressor driven by electric motor with both electric and steam-driven brine pumps.

Cold water is supplied at six points in each dining room from a separate tank containing brine and is circulated by electric and steam-driven pumps.

The cold-storage plant is equipped with two ammonia compressors driven by individual electric motors, one for the cold storage and the other for ice making. The cold storage is a regular ammonia expansion cooling system. The ice plant is equipped with a brine tank for eighty 300-pound cakes, and is equipped with electric crane for handling the cakes. A small ice room with cooling coils is provided to care for 10 tons. Ice is made in 50 to 60 hours to insure hard ice. This gives a capacity of some 32 cakes a day, which is sufficient easily to take care of maximum consumption. The ice-cream room is equipped with a 40-quart vertical freezer and the brine is circulated from the ice tank by individual motor-driven pump. A small freezing room is provided with ammonia coils sufficient to keep the temperature below zero.

SHOPS.

Carpenter.—The carpenter shop is equipped with a Universal Woodworker, which allows us to take care of a great variety of work in minimum space. A small key machine is provided to replace lost keys of the 20,000 necessary to operate. The method of indexing and filing is original with us and very compact. The whole 20,000 keys are kept in a space 24 by 18 by 36 inches. A key to any of the 7,000 locks can be located instantly.

Machine shop.—A small machine shop is equipped with lathe drill press, and grinder, which allows us to take care of small machinery repairs as well as motor cars, without delays arising from sending work out.

Stock room.—A central stock and tool room is provided for the shops, equipped with many convenient small tools.

LAUNDRY.

The laundry in the flat-work department is fitted with seven up-to-date motor-driven washing machines, five high-speed centrifugal extractors (which take the place of the old-fashioned wringers), two motor-driven dryer tumblers adapted to rough dry work, two shaking tables; one six-roll electrical driven, 120-inch flat-work ironer, fitted with latest safety devices, one five-roll similar to the six.

The starching department is fitted with one 25-gallon copper steam starch cooker, one 15-gallon double-jacket starch cooker for heavy starch, six stationary tubs for hand washing equipped with hot and cold water and steam, two marking booths equipped with American marking machines.

The ironing department is supplied with six American garment pressers, set up in pairs, which enables an operator to run two machines. There are also 10 iron-base ironing boards with sleeve attachments equipped with electric irons. A vapor dampener for use on heavy goods is set near the ironing boards.

Special apparatus is provided for ironing, dampening, and shaping collars and cuffs; for drying and pressing hose.

The clothes are hung on an endless automatic conveyor, which carries them from the starching tables into a steam-heated dryer compartment and finally throws them into baskets ready for vapor dampener.

The laundry is also supplied with a large electric iron for pressing garments.

There is a sewing room in which the uniforms and dining-room and kitchen towels are made. This room is equipped with two motor-driven sewing machines.

The 1,944 small rugs are kept clean by running them through the drier tumbler machine.

The bath towels and rough dry laundry are hot-air dried.

The machinery was all selected and installed under the supervision of the superintendent of the laundry.

STAFF.

The policy-making staff consists of the general manager, the assistant general manager, the superintendent of food service, the superintendent of halls, the superintendent of the mechanical department, the superintendent of the infirmary, the superintendent of the laundry, the auditor, and the registrar. For the sake of convenience, some of these report directly to the manager and some to the assistant manager, but important policies are discussed and decided at the weekly staff meetings, and all decisions are followed up by the assistant to the manager.

The present organization, carrying full winter complement, is as follows:

- A. President of the United States.
 - B. Secretary of Labor.
 - C. United States Housing Corporation—
 - (a) President.
 - (b) Vice president.
 - D. Government Hotels.
 - (a) General manager.
 - (b) Assistant general manager.
 - (c) Assistant to the general manager.
- Seven departments.
- (1) Superintendent of food service.
 - (2) Superintendent of halls.
 - (3) Auditor.
 - (4) Superintendent of mechanical department.
 - (5) Superintendent of laundry.
 - (6) Registrar.
 - (7) Superintendent of infirmary.

STAFF—GOVERNMENT HOTELS.

Central executive.....	3
Food service (Plaza K-46, D. R. 62; Capitol K-46, D. R. 62)	
216+15.....	231
Houses.....	168
Auditor's office.....	14
Mechanical department.....	36
Laundry.....	40
Registrar.....	4
Infirmary.....	6
Full winter complement.....	502
Superintendent of food service:	
I. Assistant superintendent of food service.	
II. Assistant to superintendent (purchase department).	
1 desk clerk.	
1 cashier.	
III. Chief receiving clerk.	
2 assistant receiving clerks.	
IV. Bakery chef (bread and pastries).	
1 assistant chef.	
4 helpers.	
1 fireman.	
1 cleaner.	

Superintendent of food service—Continued.

Following in each group—Plaza and Capitol—

V. Kitchen steward or stewardess.

(1) Head pantrywoman.

- 6 helpers.
- 1 coffeeman.
- 1 porter.

(2) Head meat cutter.

Assistant meat cutter.

(3) Chef.

- 8 assistant cooks.
- 1 head vegetable cook.
- 2 assistant vegetable cooks.
- 3 pot washers.

(4) Head dishwasher.

- 5 assistant dishwashers.
- 1 carrier.
- 2 glass washers.
- 2 cup washers.
- 2 silver washers.
- 2 scrapers.

(5) 4 porters.

VI. Head waitress.

- 1 linen woman.
- 4 captains.
- 46 waitresses.
- 6 buss girls.
- 2 table setters.
- 2 ticket punchers.

Superintendent of halls:

I. 12 house managers.

II. Chief mail clerk.

- 1 assistant mail clerk.
- 1 messenger.

III. Chief telephone operator.

- 5 telephone operators.

IV. Chief fire patrol.

- 4 door guards (daytime).
- 1 door guard (nighttime).
- 3 night watchmen (outside clocks).
- 2 fire patrolmen (inside clocks).
- 1 relief.

Typical house:

House manager.

2 assistants.

6 house maids.

1 charwoman.

1 house man.

1 night watchwoman.

1 relief night watch for 12 houses.

1 relief assistant for 12 houses.

Auditor:

I. Assistant to auditor and bookkeeper.

- 1 bill clerk.
- 1 assistant bookkeeper.
- 1 stenographer.

II. Head cashier.

5 cashiers.

III. Paymaster.

Assistant.

IV. Night auditor.

Superintendent of mechanical department:

Secretary to superintendent of mechanical department.

I. Foreman carpenter.

- 3 carpenters.
- 1 painter.
- 1 storekeeper.
- 2 laborers.

II. Foreman plumber.

3 engineers and steamfitters.

II. Foreman plumber—Continued.

- 2 plumbers.
- 3 head firemen (3 shifts).
- 6 firemen.
- 2 laborers.

III. Foreman electrician.

- 2 electricians.
- 1 journeyman electrician.
- 1 refrigeration engineer.
- 3 chauffeurs (2 for trucks).
- 1 mechanic.

Superintendent of laundry:

I. Foreman washing department.

- 1 washer.
- 1 wringer.
- 2 tumbler men.

II. Forewoman flat work.

- 5 shakers.
- 4 feeders.
- 4 receivers.
- 2 folders.

III. Forewoman finishing department.

- 3 pressers.
- 7-10 ironers.
- 1 starcher.

IV. Foreman marker.

- 1 marker and sorter.

V. Chief clerk bundle department.

- 1 assistant clerk.

VI. Head seamstress.

- 1 Assistant seamstress.

Registrar:

- 2 desk clerks.
- 1 typist.

Superintendent of Infirmary:

- Assistant nurse.
- 2 aids.
- 1 housemaid.
- 1 utility man

DUTIES OF STAFF.

Central executives.—The general manager and the assistant general manager have the obvious duties inherent in such offices and share the responsibility of aiding the seven members of the executive staff, who are all trained specialists of experience. Together they are responsible for the coordination and efficient functioning of the organized divisions and generally for the initiation of new policies to better the service and effect economies. In the absence of the general manager, the assistant general manager becomes the acting executive.

A division of administrative labor has made it seem wise that some staff members report directly to the general manager and some to the assistant general manager, but this is simply a working scheme that is subject to readjustment from time to time as the two chief executive officers keep in close touch and are ready to interchange duties at a moment's notice, an arrangement particularly necessary in a plant which is in operation 24 hours a day, 7 days in the week, 365 days in the year.

An assistant to the general manager performs the duties of secretary to both executives, prepares the minutes of the weekly staff meetings, and follows up decisions made by the staff.

Superintendent of food service.—The superintendent of food service is charged with responsibility of purchasing food supplies, making the menus, selecting executive assistants, and with the general supervision of the daily operation of the kitchens and dining rooms. In the general administration and purchase of supplies she is aided by an assistant and one desk clerk, and a chief receiving clerk, who has an assistant in each kitchen to check in stores from vendors and to check out supplies to the kitchens.

At present each kitchen and dining room is operated separately, the superintendent of food service managing one and the assistant superintendent the other. The bakery chef is responsible directly to the superintendent of food service, as all the bread and pastries for both dining rooms are produced in one kitchen. The kitchen steward is responsible through the kitchen units in each group for the production of the meals from menus supplied. The head pantrywoman and her assistants are responsible for making and serving the salads, beverages, and for serving the desserts. The meat cutters prepare the meats ready for the chef. The chef and his assistant cooks prepare and serve the cereals, soups, meats, and vegetables. The head dishwasher and 14 assistants are responsible for clean dishes, glass, and silver.

There is a head waitress responsible for the dining room service. Under her are 4 captains, 46 waitresses, 6 buss girls, 2 table setters, and 2 ticket punchers. The waitresses are on duty daily from 6:45 to 9:45 a. m. and from 4:45 to 7:45 p. m., and on Sunday from 7:30 a. m. to 4 p. m. and 4:45 to 7:45 p. m., making a total of 44 hours a week. In this time they serve from 18 to 24 guests (2 tables at 2 sittings), reset the tables for the next meal, and clean the dining room.

Superintendent of halls.—The superintendent of halls and the assistant general manager have a working arrangement by which house managers, night watchwomen, and house men are selected by the assistant general manager, and by which assistants, housemaids, and charwomen are selected by the superintendent of halls. The house managers, however, report to the superintendent of halls, who keeps in close touch with the assistant general manager. Frequent conferences of house managers are held in order to co-ordinate and unify the service in the 12 houses and to establish uniform policies in regard to domestic service, repairs, desk, telephone, and mail service. The central telephone exchange and the mail departments come under the superintendent of halls.

The house manager in each house is responsible for the general housekeeping, including distribution of linen, cleaning and fumigating of rooms, for supervision of desk service, and for a short shift each day at the desk in order to keep the assistants within the eight-hour limit.

The schedule in the houses is as follows:

House manager, duty 56 hours; on call any time.

Two assistants, duty 48 hours.

Housemaids, 8 a. m. to 4 p. m. daily and Sunday.

Charwomen, 8 a. m. to 4 p. m.

House men, 8 a. m. to 4 p. m.

The daily routine of the house manager is somewhat as follows:

Every day the house manager inspects all rooms. She—

1. Visits the sick, if any, and sends in breakfast requisitions.
2. Makes daily reports of rooms, guests, and general conditions.
3. Makes requisitions for repairs and supplies.
4. Distributes linen.
5. Sprays and disinfects rooms with assistance of house man.
6. Generally instructs maids and charwoman.
7. Visits sick before mealtimes and goes to rooms when trays come and with patients when physicians call.
8. Makes general inspection of rooms and basement.
9. Gives out sundry information.
10. Is responsible for social life of house.
11. Assigns guests to rooms, checking baggage in and out.
12. Does desk duty one and one-quarter hours a day.

The two assistants cover the desk from 7 a. m. to 11 p. m., with relief by manager for meals.

At the desk all mail for the house is distributed to boxes, all telephone calls are answered and rooms buzzed for telephones, callers, and rising hours. The assistants are also responsible for the appearance of lobbies and public rooms, reading matter, furniture in proper places, and flowers.

The housemaids make 29 beds daily and sweep and dust the rooms, wash woodwork, sweep and dust the halls; hours 8 a. m. to 4 p. m. The charwomen clean floors, rugs, and furnishings in

living and writing rooms and hallways, clean and polish stairways, and clean all baths, toilets, and lavatories in building.

The house men carry meals for the sick twice a day, clean sidewalks, windows and rugs, gather trash and put out bags of trash and soiled linen, put trunks in basement, deliver linen from trucks to linen rooms, deliver ice from trucks to coolers, deliver report of house managers to main office, and carry mail from main office to house desk.

The night watchwomen come on duty at 11 p. m. and remain until 7 a. m. They are visited by the inside clock man at regular intervals. The man guards the door while the woman patrols the six corridors. All the hallways are straight with no angles, planned with a special view to control. The night watchwomen punch the clock records at each corridor end.

Mail.—The chief mail clerk with one assistant and a messenger handles the mail for 1,800 guests and several hundred employees. On many days over 2,000 letters, 500 papers, and 150 parcels are distributed, and the day after Christmas 9,000 letters were handled. There is a forwarding list of over 1,000. Now that the parcel post brings anything from live poultry to spring hats, the handling of mail becomes a problem. At frequent intervals the motor-mail truck of the District post office may be seen standing at the door, while a perspiring carrier lugs heavy sacks and unwieldy packages into the mail room. The mail section also handles the interdepartmental messenger service, which is quite important in a plant covering 15 acres and 18 buildings.

The head operator, who has four assistant operators on the telephone exchange, reports to the superintendent of halls. Twenty trunk lines are installed. There is a pay telephone in each corridor of each house—72 in the 12 houses. At each house desk is a telephone. There are no telephones in the rooms, but a buzzer from the house desk calls the occupant to the corridor telephone. A wait of three minutes is allowed. If no one responds within that time the call is disconnected. The plan is not very satisfactory, but was adopted because of the temporary nature of the buildings. The number of trunk lines is quite inadequate for the service, as between 5 and 9 o'clock in the evening the incoming calls flash at such a rate that outgoing calls are often sadly delayed.

The fire chief is responsible for guarding the lives of the 2,000 persons living in the buildings. Each kitchen door is guarded by two shifts of one man each. In the Capitol administration building, one night guard is placed, as no one lives in the building. In the Plaza administration building the night auditor acts as guard.

In the Capitol group there is an outside clockman, and in the Plaza group there are two, who patrol the outside of the buildings and watch for marauders or signs of fire. In each group there is an inside clockman, who carries the clock to the night watchwomen in that group. There is one relief man to give two days off a month to these guards who must be on duty seven nights a week.

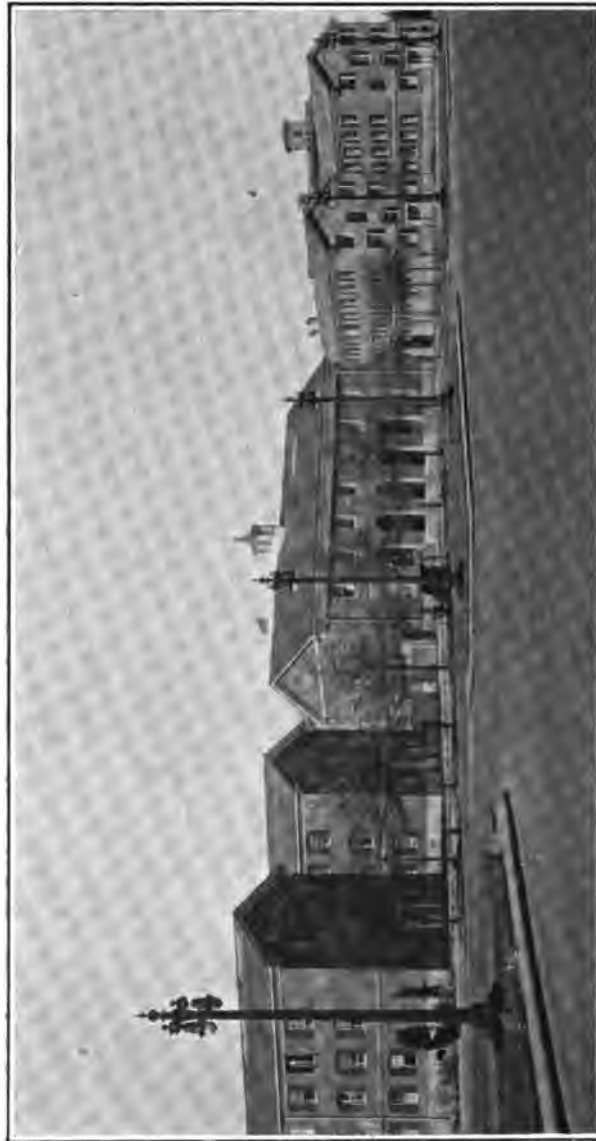
Auditor.—The auditor, who is also disbursing agent, has charge of all fiscal matters. Under him is an assistant, who is also head bookkeeper. Under the head bookkeeper is a bill clerk, whose duty it is to prepare all vouchers for payment, a task which involves many details and absolute accuracy in a project where the finances are controlled by the Treasury of the United States. An assistant bookkeeper and stenographer complete the complement of this important section.

The head cashier and assistants are responsible for the collection and accounting of over \$85,000 monthly in receipts from nearly 2,000 guests, payable semimonthly.

The paymaster is responsible for a pay roll of 500 employees, also paid semimonthly or weekly.

The accounting department has installed and adopted the general plans for cost accounting and record keeping which have been worked out under the direction of Mr. Irving E. Macomber, vice president of the United States Housing Corporation.

By this system it is expected that it will be possible by the end of the year to render a truthful and illuminating account of operations to the Congress of the United States.



WASHINGTON, D. C.
Government Hotels.
Administration Building and Dormitories.
(See Vol. II, p. 353.)

Superintendent of mechanical department.—The superintendent of the mechanical department is responsible for the operation of the entire mechanical equipment and for the upkeep and repair of the buildings and furniture.

Under the foreman carpenter comes all frame construction, painting of woodwork, repair and painting of furniture, the keeping of all mechanical stores, and upkeep of grounds.

Under the foreman plumber comes all engineering, steam fitting and firing necessary in a plant which furnishes its own heat and steam, as well as all repairs to plumbing. When it is considered that there is running water in every bedroom, 288 showers, and 72 bathtubs in the 12 houses alone, it may be seen that this is no small undertaking.

Under the foreman electrician is placed the entire care of electric lighting and of the electric fire-alarm system. This section also carries the responsibility for keeping the motor trucks and cars in repair and operating.

Superintendent of laundry.—The superintendent of the laundry operates six sections, where clothes are marked, washed, flat work mangled, wearing apparel starched and ironed. The bundle work from the residents is received and delivered through the laundry office, and the sewing section attends to mending as well as making of uniforms, towels, and other needed articles.

Registrar.—The registrar is responsible for keeping the rooms filled. Even with a long waiting list, it is quite possible to fall short of maximum service and to curtail the income by substantial amounts if rooms are allowed to lie idle between tenancies.

The registrar accepts all applications for rooms, assigns rooms to incoming guests, and plans the work for the desk clerks, where service is furnished from 7 a. m. to 11 p. m. every day, including Sunday.

Superintendent of infirmary.—The superintendent of the infirmary, together with an assistant, is responsible for the administration of the infirmary service, at present covering calls to rooms of guests reported ill, dispensary and care of patients admitted to infirmary. It is the object of the infirmary to give medical assistance and advice to those guests who become ill or physically disabled. The beds in the ward are for guests who need special nursing care or supervision, the rooms having been used principally for neurasthenic isolation.

When guests are reported ill through the house managers, the call is designated as for "general rounds," "urgency," or "emergency." A visit is then made to the houses immediately, if it be "emergency"; as soon as reasonably convenient, if "urgency"; and between 10 a. m. and 12 m., also 8-9 p. m., if "general rounds." The visit determines whether or not a physician is needed and removal to infirmary advisable or necessary. If a physician is unnecessary, simple medicines and treatments are advised. If recovery or marked improvement is not evident within 24 hours, the attendance of a physician is urged.

At stipulated hours each day, morning and evening, the office is open for dispensary calls. This service has met the greatest demand for professional advice or treatment, particularly since many of the department dispensaries have been closed, thus making the workers almost entirely dependent upon this institution.

As an average for a week there are eight patients continually in the infirmary, about 35 outside calls, and 140 dispensary cases treated. Dispensary patients are principally wound dressings, local treatments, complaints of chronic disorders, and minor acute ailments. A few slight operations, such as the opening of boils and infections, and applying of casts have been performed in the dispensary with very satisfactory results.

Guests developing contagious or infectious diseases are sent directly to hospitals from their rooms; also patients who become critically ill are also sent to local hospitals. An adequate stock of general medicines is kept on hand and furnished the patient as necessary.

Since the 1st of June, at which time the infirmary was opened, the work has steadily increased and branched out, until the de-

mand upon services has been greater than the source of supply. It is interesting to note that there has been an amazing lack of gastro-intestinal disturbances, and that at no time, even during the very hot weather, was there an increase in the cases. Over 90 per cent of the cases are guests who do not eat here or whose indisposition could be directly traced to some indiscretion in eating outside.

Our records show a remarkable lack of illness on the whole for an institution administering to nearly 2,000 women. Undoubtedly the excellent living conditions, as nearly perfect in its sanitation as is possible, and the generous, varied, and balanced diet have been directly responsible for these records.

THE GUESTS.

Long before the Government Hotels were finished, applications for rooms began to pour in, but the United States Housing Corporation refused to register applications during the summer months, as Washington held such a changing population that a list made in July would hardly be useful in December.

On October 10, 1918, however, the following multigraphed letter was sent to the different executive departments:

In order to arrive at a proper apportionment of the rooms in the Washington Hotels for war workers, we are asking each department to secure from its bureaus, and submit to us, a list of its applicants for these rooms. From these we shall be guided in determining the pro rata number to be allotted in each case. We suggest that the applications from each bureau be numbered, so that we may allot rooms to the first 100 or 500 applicants of each bureau, as the case may be, in the event of a shortage of accommodations.

The hotels are to be situated (1) on the Plaza opposite the Union Station, and (2) at Twenty-third and B Streets. The first group is expected to be ready for occupancy in December and the second some time in February. The Plaza unit will provide accommodations for 1,944 women, chiefly in single rooms. The unit at Twenty-third and B Streets will provide similar accommodations for about 1,600 women, and will also include accommodations for about 1,400 persons in small kitchenette apartments of three and four rooms. These apartments will be used primarily to house families of war workers.

It is expected that the charges for single rooms, including hotel service in the dining rooms, will range from \$40 to \$45 per month, including two meals on week days and three meals on Sundays.

May we respectfully ask that you give us the list of applicants in your department not later than November 16. At the earliest date possible we shall apportion to the various departments the accommodations to which they may be entitled.

Very truly yours,

ALFRED S. AMER,
General Manager, Washington Hotels.

Approved.

ALLAN ROBINSON,
Manager, Operating Division.

This was followed on October 29, 1918, with a further communication to the following effect:

DEAR SIR: One of the purposes in opening the new Washington Hotels for Women is to afford additional accommodations to house war workers here.

This purpose is likely to be frustrated in part if all of the rooms are to be occupied by war workers already housed in Washington, as it is estimated that not over 50 per cent of the rooms will again be available for other war workers. The Civil Service Commission has made strong representations to us to reserve a considerable proportion of the rooms for the use of new arrivals, and it may seem advisable to accede to this request. In any event, the heads of

departments are earnestly requested to recommend as applicants for the rooms in the hotels only such persons as are not now comfortably housed.

Very truly yours,

ALFRED S. AMER,
General Manager of Washington Hotels.

Approved.

ALLAN ROBINSON,
Manager, Operating Division.

On November 1 the president of the United States Civil Service Commission wrote again to the Secretary of Labor urging that "accommodations for 1,000 persons in the residence halls on the Union Station Plaza and for an additional thousand in the residence halls at Twenty-third and B Streets be set aside for the accommodation of women (stenographers and typists) to be recruited for appointment in the various departments and offices." On November 14, Mr. Allan Robinson replied to the commission that it did not seem wise to reserve so many rooms for newcomers, but that it was the purpose of the bureau to reserve 300 rooms for transients at a higher rate than permanent guests.

In the meantime rumors of the efforts of the Civil Service Commission to place newcomers had caused uneasiness on the part of those already here. On October 24 the director of the Air Service, War Department, wrote to Mr. R. S. Childs, who had been designated to represent the War Department in the assignment of rooms, protesting against discrimination against those who have "demonstrated an unfaltering desire to be of service that has not only proven their loyalty and patriotism, but has in some cases endangered their health."

A prospectus of the hotels was circulated by Mr. Childs in the War Department.

On November 2, 1918, Mr. Childs informed the United States Housing Corporation that in spite of every effort to reduce applications of the War Department to a minimum there were total applicants for rooms, 2,029; applicants for suites, 451; total applications, 2,480.

The plan was for each department to draw from the urgent applications the names of those who could be accommodated in the space assigned to each department. But the armistice, with its accompanying delay in the construction of the hotels, prevented the immediate announcement of the names of those who could secure rooms.

Mr. Childs left Washington soon after the armistice, and for a few months applications for rooms were received and assignments made by an officer in the Adjutant General's office. But the war was won. There was no longer need for apportionment. One Government worker's application was as valid as another. After the houses were in actual operation this long-distance method was found to be quite inadequate, due to the fact that young women often

did not claim their assignments and due to the further difficulty of filling vacated rooms promptly.

The accompanying chart (p. 311) shows how far behind the capacity the occupancy lagged during the first four months of 1919. The names turned over from the Adjutant General's office when G-H was opened on May 10, 1919, failed to fill half the building. From May on, applications were received at the Government Hotels. It took a little time to build another list, as the popular impression prevailed that no rooms were available and applicants had been discouraged from registering. The rumor, too, was quite persistent that the hotels would be closed or turned over to concessionaires.

Capacity was soon reached, however, and when 100 rooms in T-U, a building which had been used to house employees, were opened on July 15, they were soon filled.

Summer vacations, however, were causing much confusion and a policy was needed. On July 1 a responsible registrar was appointed to unify the receiving of applications with the assigning of rooms. This has resulted in the prompt filling of vacated rooms and has thus made sure of maximum income.

On September 15, 1919, there was a waiting list of 1,500, and if there had been the slightest chance of accommodating those who registered the list could have been greatly extended. Under the various plans for making application and assigning rooms, it has always been necessary for Government employees to secure the signature of their chief or welfare worker in order to be placed on the eligible list for admission to the Government Hotels.

In general, any Government employee who can find a vacancy may live in the hotels. There are few rules—only those limitations and inhibitions which it is necessary to observe when 2,000 persons live in close quarters. It is true that some women are not constituted to live comfortably in community life, and, after a trial, these are advised to find quieter quarters or living accommodations offering greater privacy. The Government Hotels are not planned for special service. They are suitable only for those who are willing to accept what can be given to all and cheerfully to deny themselves what may not be granted to all.

Washington has shown what can be done to injure health and disturb the peace of mind of Government employees who have had to sleep in close, dirty rooms and to eat unpalatable meals. If comfortable, airy rooms, wholesome meals, and pleasant recreation can contribute to health, happiness, and efficiency, the Government departments ought to be profiting by the fact that more than 1,800 women workers are exposed to good housing, with every chance that it will "take."

THE SERVICE.

With all this array of organization and administration machinery exactly what may a resident who has safely passed the registrar's desk and been assigned to a room expect to receive from the Government Hotels?

First, in the dining room. The meals are served on the American family plan with a choice of two meats for breakfast and dinner. Eggs are served as guests request and with these exceptions the meals are standardized.

Two sample menus follow:

BREAKFAST.

Cantaloupe.	
Corn meal mush.	Cold cereals.
Beef tongue hash.	Bacon and eggs.
Bran muffins.	Toast.
Coffee.	Cocoa.
Milk.	

DINNER.

Julienne soup.	
Roast pork.	Roast beef.
Potatoes O'Brien.	Turnips.
Celery.	
Cranberry jelly.	
Baked apples with whipped cream.	
Coffee.	Tea.
Milk.	Buttermilk.

Meal hours are from 7 to 8:30 a. m. and from 5:30 to 7 p. m. on week days, and on Sunday from 8 to 10 a. m. and 1 to 3 p. m.

As there are 1,068 seats and nearly 2,000 guests, most of the tables are filled twice. This means that residents are shown to seats by the captains as in any other hotel dining room.

For breakfast the fruit is found on the table; the cereal and main breakfast are served in two courses. Coffee is brought on in large metal pots, which are left on the table. This gives a second cup or that valued last hot portion which is so comforting to coffee lovers. Toast, rolls, butter, milk, and cream are not limited.

As soon as anyone is seated at a waitress's table she starts to the kitchen for her six plates of soup, as the captain will plan to have her table filled by the time she returns. The meats and vegetables are then served, the orders for choice in drinks taken, and after this the salad and dessert are served. Because most of the Government departments close at 4:30 or 5, the dining rooms fill promptly at 5:30, which means that by 6:15 those who prefer a later dinner may find the second servings ready.

In the houses a resident may find a welcome light until 11 at night. She is not met by a forbidding hallway, but must pass through a hospitable lobby furnished with comfortable lounge chairs on her way to her room. In each lobby is a small hotel desk, where she may claim her key, find her mail, and receive any messages. Once in her room visitors and telephone calls are announced by a buzzer from the house desk. If she comes in after 11 at night there is the night watchwoman to admit her without delay or question. When she sleeps she is guarded against danger of fire or trespass. Needed repairs will be looked after if she reports them to the house manager.

If she cares for a reading lamp the hotel electrician will make the proper connections for it.

If she cares to wash her own clothes she may do so in the basement laundry, and may attach her iron to the connection there provided. She may send her clothes to the hotels laundry, where the prices are from 25 to 50 per cent less than in commercial establishments.

If she cares to cook something for a "spread" or for a sick friend, she may use the kitchenette.

If she falls ill, the nurse from the infirmary will call upon her. The house manager will see that she is sent her meals. If she

needs special treatment and yet is not ill enough to go to a hospital she may be received at the infirmary.

If she cuts her finger, contracts a sore throat, burns her hand, needs a dose of any household remedy, she may call at the infirmary dispensary and be "fixed up" with a very strong chance that serious consequences will be avoided.

With the exception of the corner rooms, all the bedrooms are single and a resident may claim companionship in the lobbies, but find absolute privacy in her own room. She may find hot bath water night or day. She may find cold drinking water in her corridor.

There is always some one on duty to call in case she needs assistance of any kind.

She may invite unlimited company for meals without notice, to the cook. She may arrange for a reserved table for a dinner party in a few minutes.

For a fee of \$2 a month or \$5 for three months' tuition, she may enter recreation classes three nights a week and keep in fit condition to carry on her sedentary occupation.

THE FINANCES.

How is this service paid for? Because Congress in the name of the people of the United States has given the use of the land pending its dedication to parks, and has contributed the buildings and their furnishings and equipment, it is possible to give this protection and this service for \$45 a month.

If interest on the investment and depreciation were charged the price would be at least \$60 a month. If the hotels were in profit-making hands any price up to \$100 could be charged and secured, or the service could be cut to slim meals with little nutritive value, the infirmary could be closed, the houses could be manned by housekeepers, the dining rooms could be converted into cafeterias, the watch protection abandoned, and the Government employees could be generally exploited as they have been in the past. But the purpose of this housing experiment has been to show just what service could be given for a reasonable charge.

It is true that the change in the purchasing power of a dollar makes rates somewhat misleading, but taken in relation to salaries now paid, here is how the account looks:

Average minimum salary of Government employees.....	\$1,100
Room and two meals, infirmary service, Government Hotels, at \$45.....	\$540
Lunches at 25 cents, six days (50 weeks)	75
Car fare.....	30
Laundry.....	60
Recreation work.....	15
	<hr/> 720
	<hr/> \$380

Experienced workers, of course, are paid more than \$1,100. Since when in the world's history could a beginner live at a good hotel, pay for all service (there are no fees), pay lunches, car fare, laundry (unless she cares to save the cost by doing it herself), secure recreational activity (not passivity), and still have a residue of \$380 to spend for clothes, doctors, dentists, and vacation, or contribute to the support of

her parents? And if she takes her vacation she may sublet her room for what she pays and omit the purchase of a meal ticket, thus having \$45 toward vacation expenses.

And as the salary is larger, this living expense remains static, a state which many a head of family would welcome.

It is true that some of the Government employees believe that the price should be reduced because the "Government" can buy things for little or nothing; because the "Government" now owns the railroads and can ship provisions at no cost; because the "Government" has to pay no rent; because the "Government" does not need such a heavy overhead; because those who live in the buildings could manage them without cost for supervision; but will the sound business men and women who make the backbone of the Nation study the receipts and expenditures and believe that the Federal employees who live in the

Government hotels are not securing "value received" for every dollar expended?

The hotels sell only two commodities, supplies and service. For the six months from June 30 to December 31, 1919:

Supplies, excluding stores, etc., as of Dec. 31, 1919,
\$44,633.20, amounted to..... \$244,684.89
Cash pay roll..... 207,105.91

Making total operating expenses..... 451,790.80
The receipts were..... 478,295.31

Showing a net reserve for 6 months' period..... 26,504.51
Including \$658.22 suspense accounts receivable.

The following tables show the unit room-month and the unit meal-month costs. As the amount appropriated by Congress for expenses is less than receipts deposited in the Treasury of the United States, there is no burden upon the taxpayers beyond the war cost of the buildings.

HARLEAN JAMES,
Manager, June 18, 1919, to date.

Expense by Room-Month Units—Government Hotels.

UNITED STATES HOUSING CORPORATION—1919.

	July.	August.	September.	October.	November.	December.
Regular room-month units.....	1,752	1,812	1,817	1,817	1,817	1,819
Extra room-month units.....	12	9	8	19	17	8
Employees' room-month units.....	163	162	163	163	163	148
Total room-month units.....	1,927	1,983	1,988	1,999	1,997	1,975
Expense:						
Maintenance.....	\$0.619	\$0.680	\$0.598	\$0.603	\$0.678	\$0.506
Labor—						
Managerial.....	1.91	1.804	1.766	1.750	1.651	1.734
Clerical.....	1.77	1.629	1.722	1.749	1.730	1.633
Domestic.....	2.58	2.569	2.550	2.550	2.566	2.612
Total.....	6.26	6.002	6.038	6.049	5.947	5.999
Heat (steam from central heating plant).....				.331	1.156	1.301
Light (electricity, at 1½ cents per kilowatt).....	.143	.105	.125	.157	.156	.176
Supplies, including water and steam for hot water.....	.823	1.236	1.018	.787	.762	.943
Ice (manufactured on premises).....	.199	.206	.158	.167		
Laundry (operated on premises).....	.757	.692	.810	.552	.554	.648
Rubbish removal.....	.01		.010		.008	.003
Service.....	8.192	8.241	8.159	8.043	8.583	9.070
Depreciation reserve.....	.647	.384	.890	1.002	.297	.144
Total operating expense.....	9.458	9.305	9.647	9.648	9.558	9.730
Overhead, including infirmary, workshop, telephone, laundry, fire patrol, and general office.....	2.080	1.909	2.023	2.014	2.287	1.375
Total expense per room-month unit.....	11.538	11.214	11.670	11.662	11.845	11.296

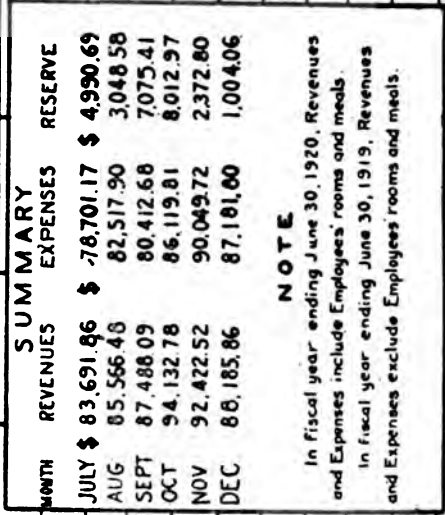
Expense by Meal-Month Units—Government Hotels.

	July.	August.	September.	October.	November.	December.
Regular meal-month units.....	1,329	1,307	1,350	1,713	1,684	1,562
Extra meal-month units.....	186	235	255	133	136	127
Employees' meal-month units.....	247	237	240	233	219	214
Total meal-month units.....	1,762	1,779	1,845	2,079	2,039	1,903
Expense:						
Maintenance.....	\$0.327	\$0.382	\$0.278	\$0.334	\$0.289	\$0.266
Labor—						
Managerial.....	.563	.552	.533	.485	.511	.506
Clerical.....	.557	.443	.418	.360	.347	.332
Domestic.....	9.166	9.138	8.799	7.787	7.775	8.068
Total.....	10.28	10.133	9.750	8.632	8.633	9.041
Heat, including coal and gas in kitchens.....	.307	.305	.284	.445	.664	.772
Light (electricity, at 1½ cents per kilowatt).....	.014	.018	.017	.024	.029	.038
Power (electricity, at 1½ cents per kilowatt).....	.125	.148	.118	.107	.101	.105
Supplies, including water and steam.....	.346	.386	.275	.329	.473	.719
Provisions.....	17.278	18.907	16.872	17.014	18.104	19.808
Laundry (operated on premises).....	1.090	1.082	1.162	1.137	1.454	1.586
Garbage removal, auto, etc.....	.160	.105	.160	.167	.159	.135
Service.....	29.600	31.084	28.638	27.855	29.617	31.715
Depreciation reserve.....	2.125	1.285	2.876	2.891	.873	.450
Total operating expense.....	32.052	32.751	31.792	31.080	30.779	32.431
Overhead, including infirmary, workshop, telephone, fire patrol, laundry, and general office.....	2.204	2.065	2.184	1.932	2.220	1.560
Total expense per meal-month unit.....	34.256	34.816	33.976	33.012	32.999	34.021

¹ Apparent increase due to refunds on meals during Christmas vacation, which raised the per capita rate.

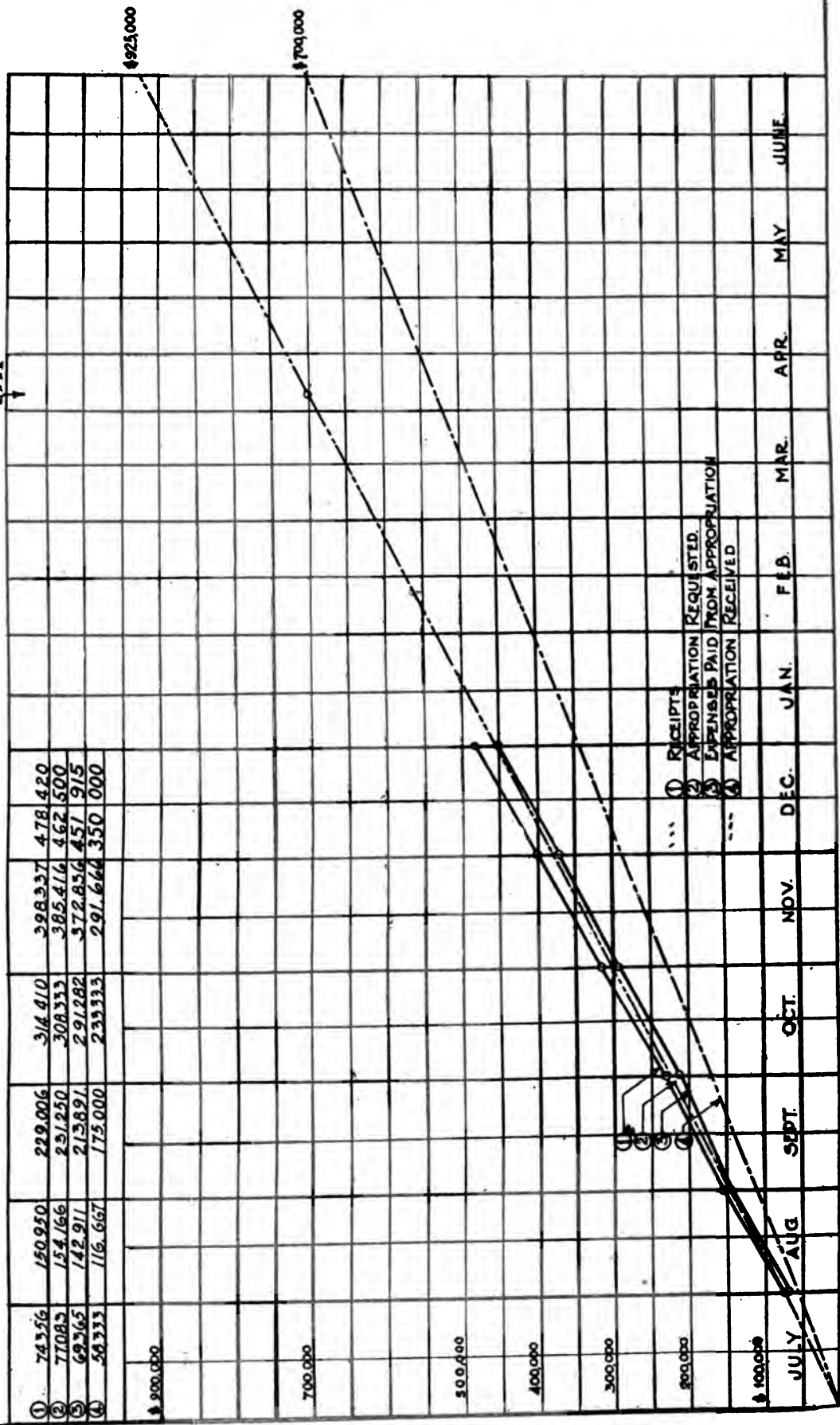
NOTE.—These unit costs include living allowances for employees. The total room-month unit plus the total meal-month unit will exceed \$45. Obviously, because these units are unlike in character, they can not be in combination reconciled with the established monthly rate of \$45 per guest.

U. S. DEPARTMENT OF LABOR
BUREAU OF INDUSTRIAL HOUSING & TRANSPORTATION
U. S. HOUSING CORPORATION
GOVERNMENT HOTELS
WASHINGTON, D. C.



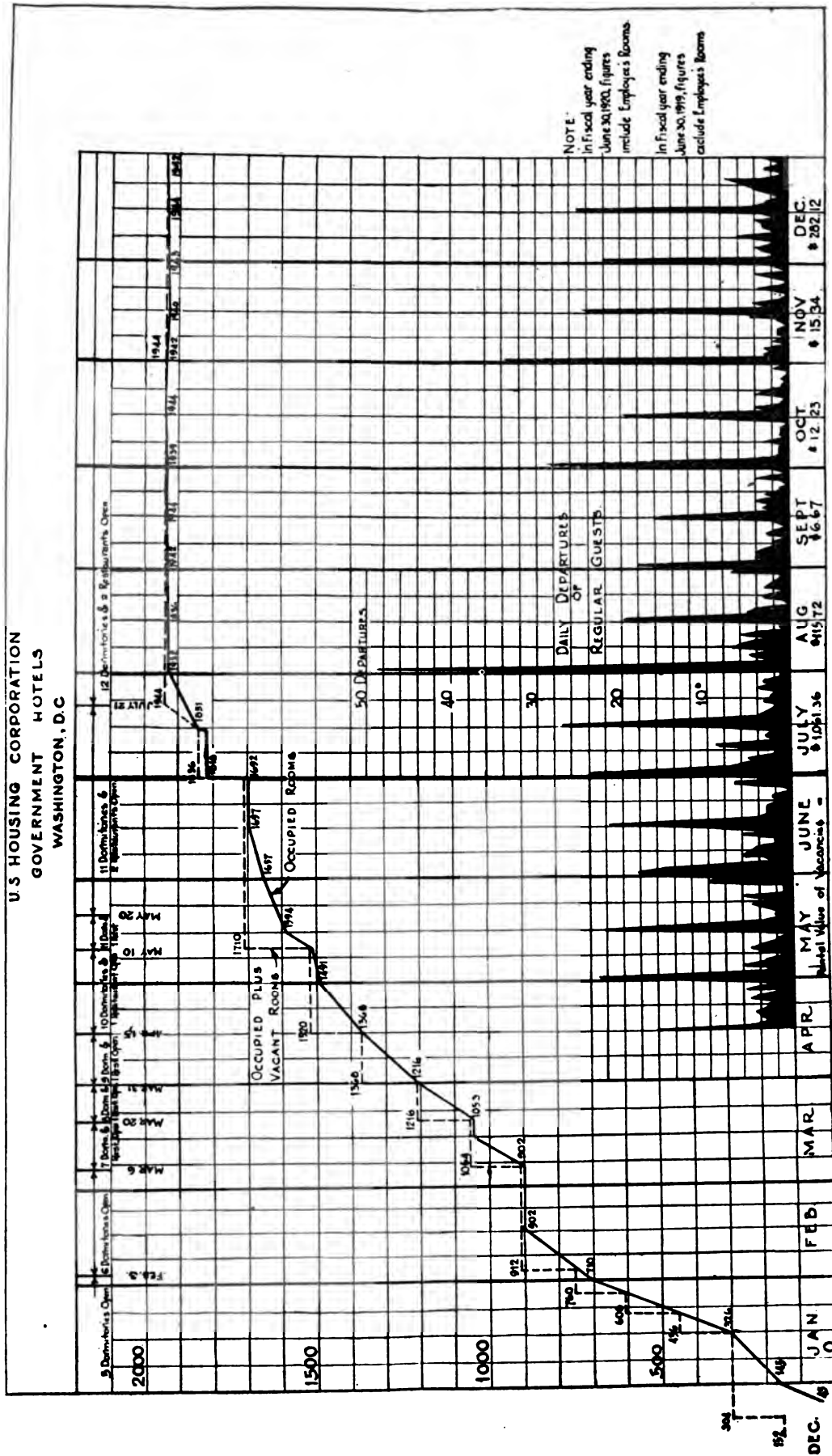
**CUMULATIVE RECEIPTS AND EXPENSES OF GOVERNMENT HOTELS FOR FIRST HALF OF FISCAL YEAR 1919-20 IN COMPARISON WITH CUMULATIVE
APPROPRIATIONS REQUESTED BY U. S. HOUSING CORPORATION AND GRANTED BY CONGRESS FOR FISCAL YEAR 1919-20.**

U. S. HOUSING CORPORATION
GOVERNMENT HOTELS
WASHINGTON, D C



ESTIMATED
WILL BE EX-
HAUSTED

OCCUPANCY OF AVAILABLE ROOMS AND RECORD OF DAILY DEPARTURES OF REGULAR GUESTS—CALENDAR YEAR 1919.



APPENDIX XVI.

COMMITTEE ON REQUISITIONED HOUSES.

The problem—The Washington Committee on Equipment of Houses—Selection of houses to be commandeered—Requisition proceedings—Appraisal of requisitioned properties—Effect of commandeering—Operation vs. release of houses—Furnished houses—Repairs—Pressure of demand for houses—Washington Division, Homes Registration Service—Leases of requisitioned properties—Furniture—Limitation of use of requisitioned properties—Operation of houses—Effect of the armistice—Personnel—Government owned houses in the District of Columbia managed by the Housing Corporation—Report on commandeered houses in Washington, D. C.—Reports on Department of Interior houses; houses under the Superintendent of Public Buildings and Grounds, and houses in the southeast district of Washington.

THE PROBLEM.

In the latter part of August, 1918, the problem of housing war workers in Washington was most acute. It was impossible to find suitable accommodations for them and there was a steady increase of about 1,000 a week. The only unused accommodations were vacant houses which either were held for rent to private families or were not for rent because the owners were out of town or were holding them for sale. It was therefore decided to commandeer the use of such houses, and a committee was chosen to determine which houses should be commandeered. The committee was composed of Dr. James Ford, chairman, and manager of the Homes Registration and Information Division, Mr. William E. Shannon, manager of the Real Estate and Commandeering Division, and Mr. Allan Robinson, manager of the Operating Division.

THE WASHINGTON COMMITTEE ON EQUIPMENT OF HOUSES.

The first plan was to turn over the renting of the houses to the Washington committee on the equipment of houses, which at that time consisted of Dr. James Ford, chairman; Capt. J. I. Peyser, chief of the Housing and Health Division of the War Department; Mr. Edwin S. Hege, at that time secretary of the District Council of Defense; and Mr. Edwin B. Mayer, secretary. The duties of the Washington committee on the equipment of houses had been to loan money for the purchase of furniture to persons wishing to open boarding houses for war workers. This committee was therefore in touch with persons willing to operate or to lease lodging houses.

SELECTION OF HOUSES TO BE COMMANDEERED.

The secretary of the said committee, with field agents of the Homes Registration and Information Division, was sent out to find and inspect so far as possible the vacant houses which might be commandeered. They reported these to the committee on

requisitioned houses, and this committee and the committee on the equipment of houses then inspected those favorably reported. They decided in August to commandeer the use of 23 houses. These houses varied in size from about 10 to 23 rooms and were valued by their owners at from about \$10,000 to \$68,000 each. The use of these houses was commandeered August 28 and 29, 1918. From that time until the signing of the armistice other houses were commandeered, the total taken being 141. The later inspections were mostly made by or under the direction of Mr. Henry R. Brigham, assistant manager of the Homes Registration and Information Division. Several hundred houses were reported by citizens as being suitable for commandeering, but most of the houses so reported were found, upon inspection, to be occupied or to be in such poor condition as not to be worth taking. After the first proceedings, vacant properties were not so fully advertised, and it was often difficult to determine the question of occupancy. As the work progressed the chairman made the recommendations for requisitions and they were approved by the manager of the Real Estate and Commandeering Division and by the vice president of the corporation before the properties were taken.

REQUISITION PROCEEDINGS.

The actual commandeering proceedings were conducted by the Real Estate and Commandeering Division. The District Title Insurance Co. was engaged to furnish the legal descriptions of the properties and the names of the owners of record. It was not considered necessary to examine the titles to the properties. If the report of the insurance company did not show the property to be owned by some agency whose property was exempt by law from requisition, the Secretary of Labor was asked to order the requisition of its use. A notice of the requisition was then posted on the house by a duly appointed requisition officer in the presence of two witnesses, and at the same time a notice of the requisition was mailed to

the record owner. The requisition officer always inspected the house before posting the notice to see if it was vacant and made a return of his acts to the manager of the Real Estate and Commandeering Division.

The notice of requisition recited that the Secretary of Labor did by the presents "requisition and take possession of all right and interest in and to the use, occupancy, and enjoyment until otherwise ordered by the Secretary of Labor" of the premises. The requisition proceedings were passed upon by the counsel for the Real Estate and Commandeering Division.

APPRAISAL OF REQUISITIONED PROPERTIES.

As soon as the use of any property was commandeered notice was sent by the Real Estate and Commandeering Division to the appraisal committee, which was a volunteer committee appointed for the purpose of placing a rental value upon houses which would be just in view of the kind of use to which the houses would be put. This committee consisted of Messrs. Randall H. Hagner, John L. Weaver, Thomas Bones, William A. Walker, and Thomas Bradley, who are leading realtors and builders of Washington. The committee made prompt inspections of all the houses which were requisitioned and rendered written reports to the manager of the Real Estate and Commandeering Division, not only giving their opinion as to the "rental value" and "just compensation," as requested, but giving a good description of the arrangement and condition of each house. In several cases they advised the release of houses, giving their reasons for their recommendations. The work of this committee has been of the greatest value to the bureau, and the owners of the properties commandeered have agreed to accept rent or compensation in accordance with the appraisals, except in four cases, which have not yet been settled, since the committee on requisitioned houses refused to recommend payment of more than the amounts recommended by the appraisal committee.

EFFECT OF COMMANDEERING.

The requisitioning of the first houses was accompanied by some publicity, which resulted in hastening the opening of many more houses in the city by their owners or the renting or selling of them at presumably more reasonable rates. The manager of the Real Estate and Commandeering Division also personally induced many owners of large private houses to open them for the accommodation of war workers. They were appealed to on patriotic grounds and they responded so generously that only rarely was the threat or exercise of requisition proceedings necessary. One man who owns two houses in the District agreed to fill one with persons engaged on war work as his guests and to give the other for use as a hospital for soldiers suffering from gas poison. Another citizen

gave his house for the housing of foreign war commissioners.

Most of the owners of the first houses requisitioned were very much disturbed by the requisition proceedings and called promptly on the manager of the Real Estate and Commandeering Division demanding explanations. When he had pointed out to them the need for houses they were usually satisfied and willing to cooperate, either by agreeing to use their houses, if released, as the committee on requisitioned houses might request or to allow that committee to use them as it might see fit, at the rentals fixed by the appraisal committee.

OPERATION VERSUS RELEASE OF HOUSES.

On September 3, before any of the houses had been turned over to the Washington committee on the equipment of houses for operation, it was decided that the houses should be controlled directly by this bureau and that they should therefore be turned over to the Operating Division. The latter secured matrons for the houses from applications which had already been filed and classified with Mrs. Helmick, who was working for the Washington committee on the equipment of houses and who had charge of matrons.

At a conference on September 7 it was further decided that "houses should be passed on by the chairman and the manager of the Real Estate and Commandeering Division to determine whether or not it would be possible to have the owners operate them without the Government having any financial responsibility therewith." Such houses would be released but would be inspected at regular periods by the Operating Division of the bureau, a proper letter or document, to be filed by the owner with the bureau before such release was granted, specifying the number of war workers to be housed on the premises. All other commandeered houses to be operated by the bureau would be handled by the Operating Division, the committee on requisitioned houses determining the rentals, the method of collection of same, and the furnishing of the house, subject in general to the approval of the directors. Each Government department was invited to appoint an official to communicate the housing requirements of his particular department to the committee.

The owners or lessees of houses which had been requisitioned were encouraged to apply for releases of their properties for housing war workers. At first the committee only required the lessee or owner to sign a letter agreeing to house a specified number of war workers, stating the maximum rent that would be charged. Later a more formal release agreement was drafted, which provided that the owner or lessee released the United States Housing Corporation, acting for the Secretary of Labor, from all damages on account of the requisition proceedings, and that

he agreed to use the property for housing war workers as specified in consideration of the house being released. A generally successful effort was made to get all persons who had signed the above-mentioned informal releases to execute the new form of agreement. Sixty-four houses had been released in the above manner before the signing of the armistice. The same form of release agreement was also made in a few cases where the committee was obliged to release houses because found to be occupied, and in other cases where the houses were released for special purposes.

Two of the first houses taken were new houses which had been built to sell, and the appraisers advised that the damages for the use of such houses as lodging houses, in addition to the rental value, would be too great to warrant their use. Therefore, it was decided that we were not justified in using such houses and they were released, and thereafter care was exercised to avoid taking any new or newly renovated house. One house was released because it was found to contain many valuable paintings, the removal of which would cause a legal contest on account of a clause in a will regarding their disposition. Another house was released because the rent was appraised at \$20,000 per year, and only about one-half of the house was suitable for lodging purposes and would not house enough persons to justify the large expense on account of rent. In all these cases, however, effort was made to have the houses sold or rented by their owners to executives who could afford to take them.

The release agreements were made subject to the approval of the president of the corporation, and when so approved the Secretary of Labor was asked to terminate the use of the property and fix the just compensation in accordance with the agreement. When the owners have refused or neglected to sign the release agreements, a public release has been posted on the premises and the owners have been given an opportunity to be heard regarding their claims for compensation. The committee on requisitioned houses then reported to the Secretary of Labor recommending the amount of compensation which it deemed just, and he officially determined the amount.

FURNISHED HOUSES.

A question was raised as to our right to take furnished houses. It was decided that the fact that there was furniture in the house did not prevent us from requisitioning the house, but that we could not use the furniture without the consent of the owners. Owners were, therefore, given opportunity to remove furniture when they desired, and if they did not, negotiations were entered into with them for its use. In no case was it necessary to remove the furniture because of failure to reach an agreement

regarding it, but in one case the furniture was removed and stored with the consent of the owner.

REPAIRS.

It was first decided that the Operating Division should determine what was to be done with the houses in the way of renovation and repairs. Practically every house that was taken and kept needed more or less repair or alteration. Houses intended and suitable for private families were not suitable for use as lodging houses and needed additional heating, cooking, and bathing facilities. Other houses were vacant because they were in need of more or less extensive repairs. Logically these repairs should have been made before the houses were assigned, but the committee did not appreciate the time that they would take, due to shortage of labor, and the demand for houses was so urgent that the assignments for their use were often made as soon as they were requisitioned. This caused considerable confusion and annoyance. The persons to whom assignments were made became very impatient because of the delays in repairing and furnishing the houses.

The Construction Division attended to all the primary essential repairs, the orders at first being approved by the committee on requisitioned houses, but later Mr. Snow was given authority, upon the approval of Mr. Brigham, to make repairs estimated to cost not over \$500 on any single house. It was first planned to charge repairs to our tenants, in addition to the amount of the appraised rental, extending the cost over a period of twelve months. This was done in two cases, and in a few cases the tenants, in view of the repairs, were charged slightly more rent than we were paying; but in most cases it was felt that the bureau would have to bear the cost of the repairs.

PRESSURE OF DEMAND FOR HOUSES.

The tremendous demand for houses was sufficient evidence to justify the commandeering proceedings, but the flow of applicants to the office at 613 G Street seriously handicapped the committee in getting the houses ready. It was quickly apparent that the committee should not receive the individual applications, and individuals were asked to apply to their Government departments, which in turn were asked to appoint representatives to receive such applications and present their relative needs to the committee on requisitioned houses. This plan, however, only slightly relieved the pressure on the committee, since so many cases were considered urgent that the departments referred the applicants back to the committee.

It became evident early that we could not expect in all cases to receive as much rent for a house as we might be compelled to pay, and the following memorandum on the subject was approved by Mr. Leland and Mr. Eidlitz:

Whenever possible we obtain from tenants a rent equivalent to that which we are compelled to pay for the house.

Where, however, circumstances are such that it is not possible to obtain such rent and that it is necessary to use the house for war workers, in that case we recommend that the deficit be paid by the Bureau of Industrial Housing and Transportation.

It is costing the bureau about \$1,000 per room to house war workers in dormitories, and it will cost the Government far less to house them in dwellings in the city than to build dormitories.

It is the opinion of the committee on commandeered houses in Washington that irrespective of the value of the house the average will so work out that it will be economy for the Government to take over the standing houses in the District so far as possible.

WASHINGTON DIVISION, HOMES REGISTRATION SERVICE.

All the above facts made it necessary to form some plan for managing the situation locally, and on September 16, at a conference with Mr. Brownlow, chairman of the Commissioners of the District of Columbia, it was decided that Mr. Hege, manager of the room registration office of the District council of defense, should act somewhat in the capacity of operating representative for Washington, under the direction of the committee on requisitioned houses in Washington. The Bureau of Industrial Housing and Transportation agreed to pay the expense of the work, and Mr. Hege was appointed to secure centrally located offices as soon as possible. It was decided that in the future houses should be referred to Mr. Hege for allotment, either to families, to groups of men, to groups of girls, to executives, etc., and that he should receive individual and group applications for rooms and houses as soon as he completed his organization and found his offices.

Mr. Hege therefore secured offices at 1414 H Street NW., the War Department agreeing to lease one-third of the space for its Housing and Health Division. The room registration bureau, of which Mr. Hege was manager, was also moved to this office. This office was moved on April 1, 1919, to 819 Fifteenth Street NW.

On September 25, 1918, the Washington committee on the equipment of houses was dissolved and its activities were turned over to the Washington division, under Mr. Hege.

LEASES OF REQUISITIONED PROPERTIES.

Although there was no obligation to make leases with owners, except in cases of furnished houses, it was thought best to try to make leases for all houses that we kept, provided the owners would lease them to us for not more than the appraised rental. It was decided on September 23 "that all leases of houses rented by the bureau from their owners shall be for the period of the war plus three months, with an option of 60 days to cancel. That these leases shall be signed by Mr. Hege, subject to the approval of Mr. Eidlitz." Since the Real Estate and Commandeering Division was responsible for the leases of the houses from the owners, and the owner had the legal right to appear

before the manager of that division, it was decided that "Mr. Weaver, of the Operating Division, should represent the Real Estate Division in the matter of getting in touch with the owner and arranging the terms of the lease with him," subject to the direction of the manager of that division.

FURNITURE.

It was the function of the Operating Division to provide furniture for these houses, and Mr. Paul M. Zimmerman was delegated to take charge of it. The requirements of houses were all different and they changed as the uses changed. The so-called "furnished" houses also required additional furniture for use as lodging houses. In the houses which we operated as lodging houses a variety of articles necessary for housekeeping had to be provided. In the houses that we leased we supplemented the furniture of our tenants, leasing much furniture to the tenants at the rate of 20 per cent per annum of the cost. To provide, distribute, and keep account of all furniture under such different and changing conditions was a very difficult piece of work and unavoidable delays resulted. Most of the furniture was bought at wholesale and was distributed from one of the properties we had leased. In order, however, to meet the emergency, a large part of the furniture was bought in the local stores.

Since the signing of the armistice one of our problems has been the disposition of this furniture when a house was released to a tenant who wished to continue to operate the house and retain the furniture. Renting or selling such furniture without an auction sale seemed almost necessary in order to effect a continued operation of the house with the minimum loss. It was at first decided to sell the furniture at about 75 per cent of its cost, but the persons operating the houses did not wish to buy, and in order to keep the houses open the furniture has been rented to persons wishing to continue the operation of the houses.

LIMITATION OF USE OF REQUISITIONED PROPERTIES.

The question was raised whether the lower floors of commandeered houses could be used as cafeterias for war workers generally. This was disapproved of because such a use would have decreased the housing space available for which the houses were commandeered, and there were vacant store properties available for such purposes.

The question was also raised as to whether a house should be used as a clubhouse. Some of the houses have been used as clubhouses by the girls in them without the disapproval of the committee, on the understanding that no sleeping rooms were sacrificed for that purpose, but the committee has not approved of the use of requisitioned houses for social purposes by girls not living in them.

On September 27, 1918, Surg. Gen. Blue, of the United States Public Health Service, asked the committee

for houses for use as influenza hospitals. The need was imperative, due to the epidemic, and as the congested housing conditions stimulated the epidemic, the committee felt justified in renting two buildings—602 and 612 F Street NW.—to the Public Health Service. The first-mentioned building was used as a home for nurses until November 9, and the second as a hospital until November 23, 1918. Both houses were then operated by the committee as lodging houses for girls, but on December 23 the use of 612 F Street for hospital purposes was again demanded and the girls being housed there were given accommodations in the dormitories and elsewhere. The present hospital is called an emergency hospital for the District of Columbia and is still continuing as such.

OPERATION OF HOUSES.

The plan for operating lodging houses was approved October 26, 1918, by the committee on requisitioned houses, as follows:

Requisitioned houses of more than 10 rooms which are used to house girls shall have salaried matrons, who shall receive ordinarily \$75 a month and in no case more than \$100 a month, in addition to their room and board, and who shall be appointed by Mr. Hege, after proper references have been looked up and their financial responsibility shall have been certified.

The matron shall be a representative of this bureau for the satisfactory operation of the house. She shall employ such servants as are necessary, subject to Mr. Hege's approval.

One room only shall be reserved for the accommodation of and the exclusive use of the matron. Any person in the matron's family occupying the room with her shall not be required to pay rent. No man shall be allowed to live in the house.

Every matron will be bonded in the sum of \$500.

Every matron will be supplied with a sum not exceeding \$200 by Mr. Hege. This fund is for working capital to enable the matron to establish credit with tradesmen and get business under way. This sum shall not be utilized for rent, light, fuel, which charges shall be borne by the bureau direct.

Every matron will be required to keep a bank account, make payments by check whenever possible, procure receipts for all payments she makes, keep a book of account, and deposit in her bank account all funds received by her. A uniform accounting system shall be employed.

An auditor will visit each matron at least once each month, go over the accounts, and satisfy himself that the matron is conducting business honestly and in an orderly and efficient manner. If the balance on deposit to the credit of the matron is larger than required for the conduct of the business, the matron shall be required to pay over to the United States Housing Corporation such amount as is deemed proper.

Mr. Hege will send an inspector, familiar with boarding house operations, who will make an inspection at regular intervals, and at such other times as he shall deem necessary, to inspect the service, cleanliness, food, and general operating system.

Upon report of such inspector to Mr. Hege and if ordered by Mr. Hege, each matron will be required to improve or alter methods in accordance with such order. The same will be required in financial methods when reported by the auditor and certified by Mr. Hege to the matron.

Mr. Hege shall make a monthly financial report to the Fiscal Division. Mr. Hege shall make a monthly report to the committee on requisitioned houses. The committee shall refer this report to the board of directors.

This plan was followed and the matrons or house directors were asked to make daily reports showing their receipts and expenditures, their number of employees, and vacancies where they existed. The houses were operated at substantial losses, some of which may be attributed to the low rates which were charged, but it is clear that some of the losses were due to the fact that the house directors did not have the same sense of responsibility and desire to economize that they probably would have had were they operating the houses on their own financial responsibility. The house directors, however, had very many difficult problems to meet and gave very satisfactory service under the circumstances.

The rates charged were first established in accordance with a decision of the committee on requisitioned houses on November 8: "That the price of room and board in requisitioned houses should range from \$32.50 (where there are two in a room) to \$40 (where there is one in a room). The average price should be about \$35, though it is understood that in some of the more expensive houses prices, for special reasons, may run as high as \$50." When the houses were actually operated the average rate was nearer \$40 than \$35, which seemed to be well justified when the accommodations given were compared with those in private lodging houses at the same prices. In two cases, one for executives and one for naval officers, the maximum rate was raised to \$75 per month.

EFFECT OF THE ARMISTICE.

On November 14, 1918, a meeting was held to decide what action to take as a result of the armistice. It was decided not to commandeer any more houses and to release all those recently requisitioned or awaiting extensive repairs. Before the armistice the pressure for housing accommodations had been almost overwhelming, and it was surprising how quickly it was relieved after the signing of the armistice. Although not as many war workers have left Washington as was at first expected and it was still difficult to obtain satisfactory accommodations at reasonable prices, the committee was clearly right in its decision and it has released all the houses as fast as it could secure accommodations for the occupants in the Government Hotels or elsewhere.

Probably the most difficult single problem of the committee was the commandeering of a large apartment house in the process of construction. When it was commandeered it was expected that it would be completed in two or three weeks and the owners were given permission to continue the work. It appeared that most of the apartments had already been leased and the committee agreed to accept all such leases which had been made to war workers. Many persons then appeared who claimed they had been promised apartments, but the claims were so conflicting that

only those who had made a deposit were recognized. There were 33 apartments left and 25 of these were assigned to the Navy Department for officers and their families. After the armistice was signed the committee felt that it was not justified in holding this building, which was still not completed, and it was accordingly finally released upon the agreement of the owners and agent to offer the apartments to those to whom we had assigned them.

Of the 141 houses requisitioned, 129 had been released by June 30, 1919. This left 12 houses which were still leased for housing war workers. In some cases the owners have refused or neglected to sign release agreements, but in only two cases so far have the owners refused to accept the compensation we have considered just. In those cases the owners were offered 75 per cent of the amount determined by the Secretary of Labor to be just compensation, with the privilege of suing the Government for such balance as they feel they should be paid. One owner has refused even to accept this basis of compensation. Seventy-nine houses have been released on agreement without any compensation being paid the owner. The owner of one house that we have retained has refused to accept the rent offered him.

Forty-five of the houses were used for rooming purposes for varying periods, and accommodated approximately 800 war workers at a time. The houses that were released on agreement without direct use by the committee probably accommodated as many more. It is impossible to estimate how much more additional space was made available by reason of the impression the commandeering proceedings made on citizens of Washington who had previously failed to appreciate the seriousness of the local housing shortage. The committee feels that the results accomplished well justified their action.

PERSONNEL.

On October 22 Mr. Brigham was detailed to the office of the Washington division, 1414 H Street, to represent the committee on requisitioned houses and to have general charge of the houses up to the time they should all be leased or in full operation. The other members of the office force there handling the problem of these houses included Mr. David F. Weaver, representing the Real Estate and Commandeering Division and in charge of all dealings with the owners of the houses; Mr. Percy S. Foster, in charge of leasing the houses to war workers; Mrs. Elizabeth A. Helmick, in charge of inspectors and matrons; Mr. Paul M. Zimmerman, in charge of the purchase of furniture; Mr. Raymond C. Snow, with Mr. O. S. Billingsley and Mr. J. F. Newman, in charge of repairs; Mr. C. Eugene Doyle, in charge of collections; and Mrs. Fowler and Mrs. Schultz as inspectors. Mr. Hege, as manager of the Washington division,

took charge of the operation of the houses after they had been repaired, furnished, assigned with matrons in charge, and filled with war workers. Mr. Mowbray had charge of the finances of the Washington division. Mr. Clifford M. Lewis was detailed to give half time to the operating of the lodging houses and was assisted by Mr. Charles B. Bridgman, who assisted the matrons in all the details of the business management of the houses, and Miss L. H. Breckinridge was appointed inspector. After the signing of the armistice the above-mentioned force was gradually reduced, leaving Mr. Foster to handle the leasing to tenants and collections, Mr. Snow in charge of repairs and furniture, and Miss Breckinridge in charge of matrons and the inspections of the houses. Mr. A. A. Webster succeeded Mr. Mowbray as fiscal agent of the division and was succeeded by Mr. J. J. Goodell, assisted by Mr. Julius Fleishman. The operating of rooming houses was stopped on April 30, 1919, and all the above have resigned except Mr. Hege, Mr. Goodell, and Mr. Fleishman. Mr. Brigham still represented the committee in questions of disposition of the houses, working in cooperation with Mr. Hege. The committee on requisitioned houses in Washington has been changed, Mr. Barney J. Treacy having succeeded Mr. Shannon as manager of the Real Estate and Commandeering Division, and Mr. Willard Howe having succeeded Mr. Robinson as manager of the Operating Division. The committee was disbanded on June 30, 1919, and the management of the houses was transferred to the Operating Division.

COMMITTEE ON REQUISITIONED HOUSES IN WASHINGTON.

JAMES FORD, *Chairman,*

September 7, 1918, to June 30, 1919.

WM. E. SHANNON,

September 7, 1918, to February 28, 1919.

ALLAN ROBINSON,

September 7, 1918, to January 31, 1919.

BARNEY J. TREACY,

March 1, 1918, to June 30, 1919.

WILLARD HOWE,

February 1, 1919, to June 30, 1919.

The above report prepared by Henry R. Brigham.

GOVERNMENT-OWNED HOUSES IN THE DISTRICT OF COLUMBIA MANAGED BY THE HOUSING CORPORATION.

Paragraph (e) of the first section of the act of May 16, 1918 (Public No. 149), entitled "An act to authorize the President to provide housing for war needs," provided that the houses on square 633, except the Maltby Building, owned by the United States Government, could be turned over to the Bureau of Industrial Housing and Transportation of the Department of Labor, together with any other houses in the District of Columbia owned by the Government and not now occupied. (See p. 55.)

The houses referred to as on square 633 were owned by the Department of the Interior, which turned them over to us in September, 1918. There were in all 25 houses, of which five were vacant. The others were all occupied by tenants, who were paying from \$1 to \$5 per month rent. The Construction Division thoroughly repaired the five vacant houses, and they were rented through the office of the Washington division as lodging houses for war workers.

Six tenants of the Department of the Interior on New Jersey Avenue agreed to make readjustments of their rents in view of repairs which we might make. The Construction Division therefore proceeded to put these six houses in good condition, but stopped, because of the signing of the armistice, before the work was completed. The six tenants, although their houses were filled with lodgers, showed no disposition to make what we considered reasonable adjustments of rents. As they were all tenants originally of the Department of the Interior it was decided that it could best handle the situation, and all of the above-mentioned houses have now been surrendered to that department, since there was nothing more that the Housing Corporation could do to improve the use of these houses.

In accordance with the last clause of said paragraph (e) of the first section of the act, two vacant houses were turned over to the Housing Corporation by the Superintendent of Public Buildings and Grounds.

They were 1323 Twenty-fourth Street NW. and 1108 Twenty-sixth Street NW. These were also fully repaired by the Construction Division and were rented through the Washington division. The house on Twenty-sixth Street is in a colored neighborhood and has no water in it, and it was some time before a tenant could be found. These houses both being repaired and occupied have now been turned back to the Superintendent of Public Buildings and Grounds.

Eighteen houses in the southeast section of Washington, the fees of which properties were taken in connection with the Washington Navy Yard projects (27 A and 27 B), have been turned over to the Washington division for management. They have been put into habitable condition and the Washington division has leased them to the occupants at the same rents that they had been paying.

COMMITTEE ON REQUISITIONED
HOUSES IN WASHINGTON.

JAMES FORD, *Chairman*,

September 7, 1918, to June 30, 1919.

WM. E. SHANNON,

September 7, 1918, to February 28, 1919.

ALLAN ROBINSON,

September 7, 1918, to January 31, 1919.

BARNEY J. TREACY,

March 1, 1919, to June 30, 1919.

WILLARD HOWE,

February 1, 1919, to June 30, 1919.

Report on commandeered houses in Washington, D. C., June 30, 1919.

PART I.—HOUSES RELEASED FROM REQUISITION WITHOUT HAVING BEEN USED BY THE BUREAU.

Address.	Owners and lessees.	Requisitioned.	Number of rooms.	Appraisal.	Released.	Reason for release.	Compensation.	Remarks.
121 B St. SE.....	Henry P. Blair, administrator, owner; Thomas F. Frank, lessee.	1918. Nov. 2.....	9	Month. None.	Nov. 15, 1918	To house war workers.	None.	This was released informally, to Mr. Frank, for use, Nov. 4.
932 B St. SE.....	Victor T. de Knight, owner; Allan L. Thompson, lessee.	Oct. 1.....	9	None.	Nov. 13, 1918	.....do.....	None.	This was released informally to Mr. Thompson, of the Telegraph & Telephone Co., for use, Oct. 2.
2132 Bancroft Place...	Lieut. N. H. Luttrell, owner.	Aug. 28.....	12	\$250.00	Dec. 6, 1918	.....do.....	None.	This was released informally to Lieut. Luttrell, U. S. Army, for use, Sept. 16.
1110 C St. SE.....	John Sesso and Nicoletta Sesso, owners; J. S. Hutchinson, lessee.	Oct. 28.....	6	None.	.....do.....	Change in war conditions.	None.	
Northwest corner C St. and New Jersey Ave.	Thomas W. Smith, owner; James B. Finster and C. L. Bowman, lessees.	Oct. 19.....	39	\$200.00	Dec. 4, 1918	.....do.....	\$772.08	This was an old hotel, which was being remodeled by the tenants, and which we at first refused to release, having planned to use it as a receiving station for girls. Before release we had spent \$98.13 on repairs.
1824 California St.....	Col. W. W. Johnston, owner; Mrs. Haigue and E. F. O'Connor, lessees.	Sept. 13.....	12	\$125.00	Nov. 5, 1918	To house war workers.	None.	This was released informally to Mrs. Haigue, of the War Trade Board, Sept. 21, upon her agreement to house war workers, but she did not keep her agreement, and was disposed. It was informally released to Mr. O'Connor and Col. Johnston, U. S. Army, for use, Nov. 1.
1875 California St.....	W. W. Stewart, owner....	Oct. 22.....	12	None.	Oct. 23, 1918	.....do.....	None.	
1023 East Capitol St...	A. N. Mandell, owner; H. P. Orndorff, lessee.	Sept. 16.....	7	\$40.00	Nov. 22, 1918	.....do.....	None.	This was released informally to Pvt. Orndorff, U. S. Army, for use, Sept. 18.
1100 East Capitol St...	Fanny M. Consaul, owner.	.....do.....	9	55.00	Dec. 6, 1918	.....do.....	None.	This was released informally to A. A. Icenhour, Sept. 23. He had agreed to purchase this property, but failed to carry out his contract.
266 Carroll St.....	Mertie L. Howe, owner; V. G. Holmes, lessee.	Nov. 2.....	10	None.	Nov. 5, 1918do.....	None.	

¹ Advised against using.

² Furnished.

REQUISITIONED HOUSES.

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Report on commandeered houses in Washington, D. C., June 30, 1919—Continued.

PART I.—HOUSES RELEASED FROM REQUISITION WITHOUT HAVING BEEN USED BY THE BUREAU—Continued.

Address.	Owners and lessees.	Requisitioned.	Number of rooms.	Appraisal.	Released.	Reason for release.	Compensation.	Remarks.
Chevy Chase Lodge, Chevy Chase, Md.	Frances E. Forst, guardian; Francis Hitz Mayer, owner.	1918. Oct. 26.....	10	Month. 83.33	Nov. 23, 1918	Change in war conditions.	None.	
1901 Columbia Road...	Col. George Truesdale, owner; Capt. K. G. T. Webster, lessee.	Sept. 16,	10	333.33	Nov. 22, 1918	To house war workers.	None.	This was released to Capt. Webster, U. S. Army, informally, for use, Sept. 21.
2003 Columbia Road...	French High Commission, lessee.	Oct. 15.....	10	150.00	Nov. 30, 1918	.....do.....	None.	This was released informally to French High Commission, for use, Oct. 22.
2005 Columbia Road...	Alphonse Rio, lessee; Lt. A. N. vonVleck, owner.	.....do.....	8	None.	Nov. 15, 1918	.....do.....	None.	This was released informally to Mr. Rio, of the French High Commission, for use, Oct. 16.
1617 Connecticut Ave..	Mrs. R. W. Hawksworth, lessee.	Sept. 13.....	12	None.	Nov. 22, 1918	For cafeteria and housing war workers.	None.	This was released informally to Mrs. Hawksworth, for use, Sept. 19.
1639 Connecticut Ave..	TenEyck Wendell, owner; Ward M. Burgess, lessee.	Sept. 20.....	11	(¹)	.....do.....	To house war workers.	None.	This was released informally to Mr. Burgess, War Loan Staff, Treasury Department, for use, Oct. 10.
Northeast corner Connecticut Ave. and Bradley Lane.	Fred C. Taylor, owner....	Oct. 26.....	12	100.00	Nov. 19, 1918	Change in war conditions.	None.	Public release posted on premises since owner neglected to sign a release agreement.
522 D St. NE.....	H. E. Robinson, owner....	Nov. 9.....	6	22.50	Nov. 14, 1918	.....do.....	None.	
1304 D St. SE.....	J. O'Keefe, owner; James Wilson, lessee.	Oct. 5.....	6	25.00	Nov. 15, 1918	To house war workers.	None.	This was released informally to Mr. Wilson, Ordnance Department, for use, Oct. 10.
1324 D St. SE.....	Lewis E. Luria, owner; John Kurtz, purchaser.	Oct. 22.....	6	25.00	Oct. 29, 1918	.....do.....	None.	
612 8th St. NE.....	John A. Flather, owner; Mrs. J. D. Parker, lessee.	Sept. 19.....	6	35.00	Nov. 21, 1918	.....do.....	\$45.00	This was released informally to Mrs. Parker, for use, Oct. 5.
1236 Euclid St.....	George W. Knapp, Jr., owner; W. H. Reed, lessee.	Oct. 1.....	10	85.00	Nov. 26, 1918	.....do.....	None.	This was informally released to Mr. Reed, for use, Oct. 9.
823 15th St.....	Maj. Thomas B. Ferguson, owner.	Oct. 28.....	18	333.33	Dec. 14, 1918	Change in war conditions.	411.10	This was commandeered with the consent of the owner, who was occupying part of it and who continued to occupy part of it. We offered to release it to him Nov. 18, and it was publicly released Dec. 14. Owner has refused to accept the compensation awarded and has been paid 75 per cent. We had spent \$286.84 on repairs.
1205 15th St.....	French High Commission, lessee.	Sept. 20.....		None.	Nov. 30, 1918	For office purposes....	None.	This building was informally released to French High Commission, for use, Sept. 27, 1918.
2154 Florida Ave.....	D. J. Dunigan, owner....	Aug. 28.....	11	(¹)	Mar. 1, 1919	Damages too great because new house.	None.	This house was informally released to the owner, for use, Sept. 19.
2158 Florida Ave.....	.....do.....	.....do.....	11	(¹)	.....do.....	.....do.....	None.	Do.
2511 14th St.....	Mrs. Hannah Lansburg, owner; Washington Hotel, new owner.	Sept. 13.....	15	\$2,500.00	Nov. 30, 1918	To house hotel employees.	None.	This house was released informally to the Washington Hotel, for use, Sept. 20.
3443 14th St.....	H. P. Carson, owner.....	Sept. 16.....	10	100	Nov. 29, 1918	To house war workers.	None.	This was released informally to Mr. Carson, for use, Sept. 21.
901 G St. SE.....	W. M. McPherson, owner..	Oct. 5.....	8	25	Nov. 14, 1918	.....do.....	None.	This was released informally to the owner, for use, Sept. 47.
1619 G St.....	James L. Karrick and James W. Pilling, owners and agents.	Sept. 18.....	280	None.	Dec. 5, 1918	Change in war conditions.	None.	This was an apartment house which was commandeered and released before completion.
1624 H St.....	Walter D. Davidge, owner; War Camp Community Service, lessee.	Oct. 19.....	14	None.	Nov. 30, 1918	To house war workers.	None.	This was released informally to the War Camp Community Service, Oct. 19.
1415 Harvard St.....	Maud P. Hopkins, owner..	Oct. 22.....	8	55	Nov. 6, 1918	.....do.....	None.	Mr. Egan was in United States Shipping Board.
3150 Highland Place...	Wm. P. Egan, owner.....	Oct. 5.....	11	110	Oct. 28, 1918	.....do.....	None.	A release was offered to the owner Nov. 15, but as he neglected to execute it a public release was posted on the premises Dec. 19.
1525 Eye St.....	Minnie A. Riley, owner...	Oct. 19.....	11	35	Dec. 19, 1918	Change in war conditions.	None.	This was informally released to purchaser on Sept. 21, but she was unable to keep her agreement. That was finally waived because of change in war conditions.
2003 Fye St.....	Frances B. Johnston, purchaser.	Sept. 16.....	15	100	Nov. 27, 1918	To house war workers.	None.	This was released informally owner, Sept. 28.
312 Irving St.....	Miss Mabel N. Thurston, owner.	Sept. 16.....	9	50.00	Nov. 30, 1918	.....do.....	None.	This was released informally to owner, for use, Sept. 18.
1820 Jefferson Place...	Maj. Huidekeoper, owner.	Sept. 18.....	8	110.00	Nov. 26, 1918	.....do.....	None.	This was released informally to lessee, a private in Ordnance Department, U. S. Army, for use, Sept. 19.
1833 Jefferson Place...	Wm. Corcoran Hill, owner; Orville R. Thompson, lessee.	Sept. 10.....	19	None.	Nov. 22, 1918	.....do.....	None.	
1333 K St.....	H. K. Willard, owner....	Oct. 26.....	10	None.	Oct. 28, 1918	.....do.....	None.	
1407 K St.....	American Security & Trust Co., executors, owners.	Nov. 9.....	16	\$150.00	Nov. 9, 1918	Change in war conditions.	None.	
1627 K St.....	Jerome N. Bonaparte, owner.	Sept. 13.....	16	(¹)	Nov. 22, 1918	Claim of occupancy and advice of appraisal committee.	None.	This was released informally to the owner, Sept. 20. He refused to take in any war workers.
1628 K St.....	Mr. S. Stokes, lessee; National Savings & Trust Co., trustees, owners.	Aug. 28.....	17	150.00	.....do.....	Occupied.....	None.	This was released informally to lessee, for use, Oct. 3.
1705 K St.....	Story & Cobb, agents, for Mrs. Susan Draper, owner.	Oct. 5.....	28	\$20,000.00	.....do.....	Damage would be too great.	None.	
1243 Canyon St.....	Blanche W. Johnson, owner.	Oct. 22.....	9	60.00	Oct. 23, 1918	To house war workers.	None.	

¹ Advised release.

² Per year; furnished.

³ Furnished.

⁴ Advised release because damage would be too great.

⁵ Per year.

REPORT UNITED STATES HOUSING CORPORATION.

Report on commandeered houses in Washington, D. C., June 30, 1919—Continued.

PART I.—HOUSES RELEASED FROM REQUISITION WITHOUT HAVING BEEN USED BY THE BUREAU—Continued.

Address.	Owners and lessees.	Requisitioned.	Number of rooms.	Appraisal.	Released.	Reason for release.	Compensation.	Remarks.
1247 Kenyon St.....	Edith S. Gibson, owner...	1918. Sept. 16.....	9	Month. \$60.00	Nov. 22, 1918	To house war workers.	None.	This was released informally to owner, for use, Sept. 24.
1805 Kenyon St.....	Gordon F. Wightman, owner.	Sept. 13.....	9	75.00	Nov. 15, 1918	.....do.....	None.	This was released informally to owner, in War Department, for use, Sept. 26.
1322 L St.....	H. K. Willard, owner; Mrs. O. L. Neville, lessee.	Sept. 18.....	15	100.00	Nov. 14, 1918	.....do.....	None.	This was released informally to lessee, for use, Sept. 26.
1108 M St.....	A. E. and Wilson Brown, owners.	.....do.....	9	40.00	Dec. 6, 1918	Change in war conditions.	\$60.00	At the time of the armistice we were repairing this house, intending to use it. Repairs cost \$367.11.
3604 McKinley St.....	Col. T. A. Clark, U. S. Army, owner.	Nov. 2.....	9	65.00	Nov. 15, 1918	.....do.....	None.	
625 Massachusetts Ave	A. T. Coumbe, agent of owner.	Oct. 28.....	14	125.00	Dec. 3, 1918	.....do.....	100.00	We had planned to use this property as soon as essential repairs could be made.
903 Massachusetts Ave. NE.	Eldridge E. Jordan, owner.	Oct. 22.....	6	30.00	Nov. 22, 1918	.....do.....	None.	
1447 Massachusetts Ave.	Barry Mohun, owner.....	Sept. 26.....	8	125.00	Nov. 15, 1918	To house war workers.	None.	This was released informally to owner, for use, Sept. 28.
1600 Massachusetts Ave.	Maud C. Carroll, owner; American Red Cross, lessee.	Oct. 9.....	25	None.	Oct. 9, 1918	.....do.....	None.	
1603 Massachusetts Ave.	Mrs. Rose K. Hutchins, owner.	Aug. 29.....	16	333.33	Jan. 18, 1919	Damages would be too great owing to expensive oil paintings and lawsuit pending concerning property.	750.00	Negotiations for release agreement were begun Oct. 9 and a public release was posted on the house Dec. 23.
1716 Massachusetts Ave.	Hugh S. Logare, owner....	Oct. 19.....	8	(*)	Dec. 19, 1918	Unsuitable.....	None.	Negotiations for release agreement were begun Nov. 5 and a public release was posted on the house Dec. 19.
1761 Massachusetts Ave.	Wm. McC. Ritter, of War Industries Board, owner.	.....do.....	19	\$5,500.00	Oct. 29, 1918	To house war workers.	None.	
2301 Massachusetts Ave.	Mrs. M. E. C. Beale, owner.	Sept. 16.....	22	\$17,500.00	Nov. 19, 1918	.....do.....	None.	This was released informally to owner, for use, Sept. 27.
1741 N St.....	Isabelle W. Campbell, owner.	Sept. 10.....	13	None.	Nov. 22, 1918	.....do.....	None.	This was released informally to the owner, for use, Sept. 20.
1744 N St.....	Mrs. Laurie J. Kerr, owner.	Aug. 28.....	11	None.	Nov. 15, 1918	.....do.....	None.	This was released informally to the owner, for use, Sept. 11.
3034 Newark St.....	Mrs. S. F. Hahn, owner....	Sept. 16.....	8	100.00	Nov. 30, 1918	.....do.....	None.	This was released informally to the owner, for use, Sept. 23.
1272 New Hampshire Ave.	W. H. Saunders Co., agents for owners.	Nov. 9.....	15	70.00	Nov. 22, 1918	Change in war conditions.	None.	
1120 New Jersey Ave. SE.	Thos. D. Walsh, agent for owner.	Nov. 6.....	7	20.00	.....do.....	.....do.....	None.	
1929 Nineteenth St....	Mrs. K. A. Derbyshire, owner.	Aug. 28.....	15	None.	Dec. 6, 1918	To house war workers.	None.	This was released informally to owner, for use, Sept. 27. We had spent \$40.97 in repairs before it was released.
1200 O St.....	L. W. Peterson, owner....	Nov. 9.....	10	40.00	Nov. 12, 1918	.....do.....	None.	
1811 Ontario Place....	Maud Hadley, lessee. Jennie Terre, owner.....	Oct. 15.....	3	50.00	Nov. 27, 1918	Change in war conditions.	75.00	We had planned to use these premises and alterations had been ordered.
1203 Orren St. SE.....	S. A. Young, owner.....	Oct. 22.....	6	None.	Oct. 28, 1918	To house war workers.	None.	
1748 P St.....	Orlon M. Barber, judge of United States Customs Court of Appeals, owner.	Oct. 19.....	9	90.00	Nov. 19, 1918	Change in war conditions.	None.	
1206 Pennsylvania Ave.	H. L. Rust, agent.....	Oct. 1.....		333.33	Oct. 23, 1918	Unsuitable.....	255.53	This was commandeered at request of War Camp Community Service, which later declined to take it. Appraisal committee advised release because cost of alterations would be too great.
2111 Pennsylvania Ave.	Harry Eberbach, owner....	Sept. 26.....	14	10.00	Jan. 28, 1919	Change in war conditions.		This was leased from owner at \$10 per month and repairs were being made on it but were stopped at time the armistice was signed; \$1,512.50 had been spent and efforts were made to lease property without success.
1824 R St.....	Lieut. Jas. W. Allison, Jr., U. S. N., lessee, and Harry A. Kite, owner.	Aug. 28.....	12	333.33	Nov. 15, 1918	To house war workers.	None.	This was released informally to the lessee, for use, Sept. 16.
1616 Rhode Island Ave.	H. W. Fellow, owner; Capt. F. M. Roessing, U. S. Army, lessee.	Sept. 18.....	9	112.50	Nov. 22, 1918	.....do.....	None.	This was released informally to the lessee, for use, Sept. 20.
1632 Rhode Island Ave.	Lieut. Harold E. Porter, U. S. Army, lessee.	Aug. 28.....	9	60.00	Dec. 6, 1918	.....do.....	None.	This was released informally to the tenant, for use, Sept. 23.
1709 Rhode Island Ave.	General Electric Co., tenant.	Oct. 17.....	11	None.	Oct. 18, 1918	To house employees of lessee.	None.	
1713 Rhode Island Ave.	M. P. Perry, owner.....	Nov. 2.....	10	150.00	Nov. 16, 1918	Change in war conditions.	None.	
1735 S St.....	W. W. Poushkeroff, owner, member of Russian Embassy.	Sept. 15.....	10	83.33	Nov. 22, 1918	To house war workers.	None.	This was released informally to the owner, for use, Sept. 19.
119 Seaton Place.....	R. S. Griffin, owner; C. Johnson, lessee.	Nov. 2.....	6	35.00	Nov. 5, 1918	.....do.....	None.	
1501 Seventh St.....	Frank Thyson, et al, owners; Meyer Baturin, lessee.	Sept. 13.....	53	500.00	Sept. 19, 1918	.....do.....	105.00	
1022 Seventeenth St...	Mrs. Susie G. Colt, owner.	Sept. 26.....	9	35.00	Dec. 23, 1918	Change in war conditions.	105.00	This house was offered to the owner after the armistice was signed and was publicly released Dec. 23, since Mrs. Colt refused to sign a release agreement. She refused to accept the award and also refused to accept 75 per cent thereof with the right to sue for damages.

* Furnished.

* Advised release as unsuitable.

* Per year.

REQUISITIONED HOUSES.

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Report on commandeered houses in Washington, D. C., June 30, 1919—Continued.

PART I.—HOUSES RELEASED FROM REQUISITION WITHOUT HAVING BEEN USED BY THE BUREAU—Continued.

Address.	Owners and lessees.	Requisitioned.	Number of rooms.	Appraisal.	Released.	Reason for release.	Compensation.	Remarks.
1300 Seventeenth St.	Eugene Atwood, owner; Mr. C. Dillon, of War Trade Board, lessee.	1918. Aug. 28.....	11	Month. \$500.00	Oct. 1, 1918	To house war workers.	\$533.34	
1621 Seventeenth St.	Felix Lake, owner.....	Sept. 10.....	6	35.00	Oct. 30, 1918	do.....	None.	
16 Sixteenth St.	H. E. Robinson, owner; W. E. Kleasons, lessee.	Nov. 9.....	6	27.50	Nov. 15, 1918	do.....	None.	
1813 Sixteenth St.	Harry A. Kite, owner.....	Sept. 18.....	12	None.	Nov. 22, 1918	This was a newly renovated house and the damages would have been too great.	None.	
1922 Sunderland Place.	Anna C. McFee, owner; Mr. deLuittre, of United States Shipping Board, lessee.	Aug. 28.....	13	None.	do.....	To house war workers.	None.	This was released informally to lessee, for use, Sept. 5.
2911 Thirteenth St.	Charles H. Potter, owner..	Sept. 18.....	12	83.33	Nov. 30, 1918	do.....	None.	This was released informally to owner, for use, Sept. 19.
5732 Thirteenth St.	H. C. Bailey, new owner..	do.....	6	40.00	do.....	For own occupancy...	None.	This was released informally to owner, for use, Sept. 26.
3241 Thirty-eighth St.	W. R. Spicer, owner; F. F. Jenks, of Food Administration, lessee.	Oct. 5.....	9	60.00	Oct. 28, 1918	To house war workers.	None.	
2951 Tilden St.	W. M. Taylor, trustee, owner; Benjamin C. Marsh, of Farm Loan Commission, lessee.	Oct. 11.....	9	60.00	Oct. 14, 1918	do.....	None.	
1730 Trinidad Ave. NE.	Charles F. Cause, owner; Charles F. W. Wehlfield, lessee.	Oct. 22.....	4	20.00	Oct. 26, 1918	For own occupancy...	None.	
1515 Twentieth St.	Emma F. Hoopes, owner; Frank L. Devane, of United States Housing Corporation, lessee.	Oct. 24.....	9	None.	Oct. 30, 1918	To house war workers.	None.	
1416 Twentieth St.	Mrs. A. F. Westcott, owner; Mrs. Luke Lea, wife of Col. Lea, U. S. Army, lessee.	Sept. 16.....	11	2,500.00	Dec. 6, 1918	do.....	None.	This was released informally to lessee, for use, Sept. 3.
1512 Twenty-first St.	Dr. N. G. Dyar, owner; Edward Easton, jr., lessee.	do.....	10	135.00	Dec. 14, 1918	do.....	None.	This was released informally to lessee, for use, Sept. 30.
1732 Twenty-first St.	Miss Elizabeth Emery, owner	Oct. 19.....	7	40.00	Nov. 5, 1918	do.....	None.	
1823 U St.	Mrs. Peach, new owner...	Sept. 20.....	10	65.00	Dec. 21, 1918	do.....	None.	This was released informally to Mrs. F. E. McMillan, for use, Sept. 21.
815 Vermont Ave.	American Security and Trust Co., trustees, owners; The Shoreham Hotel, lessee.	Oct. 18.....		None.	Nov. 30, 1918	For lessee's employees.	None.	This was released informally to Shoreham Hotel, for use, Oct. 18.
2711 Wisconsin Ave.	Mrs. Edith Culley, new owner.	Sept. 16.....	7	83.33	Sept. 1, 1918	To house war workers.	None.	

PART II. HOUSES USED BY THE BUREAU.

Address.	Owners.	Requisitioned.	Number of rooms.	Appraisal.	Terms with owners.	Cost of repairs as of May 1.	Use made.	Date of release.	Compensation awarded.	Remarks.
1816 Belmont Road	John B. Lord.....	1918. Sept. 10	12	Per mo. \$80.00	Leased at \$75 per month.	\$210.87	Leased to Mrs. Mary C. Davis, at \$90 per month, from Oct. 1 for housing women war workers.	1919.		Retained. ¹
1006 East Capitol St.	Patrick J. McDonald.	Sept. 16	11	65.00	None.....	12.00	Leased to Mrs. M. C. Burwell, of Military Intelligence Division, U. S. Army, at \$65 a month, for housing war workers from Oct. 1.			Owner has refused to accept rent as appraised. ²
1323 North Capitol St.	Catherine McGrath and Mary Keurin.	Sept. 10	6	25.00	Leased at \$25.50 per month.	152.61	Leased to Mrs. Gertrude M. Engler, of the Government Printing Office, at \$35 per month, from Oct. 15.	Apr. 15	\$181.90	Owner accepted our tenant.
1954 Columbia Road	Perry Carst.....	Oct. 19	17	200.00	Leased at \$200 per month.	1,387.72	Operated as a rooming house for women war workers with Mrs. J. P. Wood as matron from Nov. 15 to Feb. 28.	Feb. 26	571.43	Mrs. Wood leased house from owner from Mar. 1.
1332 Columbia Road	Herbert A. Gill.....	Sept. 16	13	83.33	Leased at \$83.33 per month.	580.36	Leased to S. D. Maddock, of the War Trade Board, at \$83.33 per month, from Oct. 21 for housing women war workers.	Feb. 14	453.33	Owner accepted our tenant.
2001 Columbia Road	J. D. McCauley.....	Oct. 15	13	175.00	Leased at \$175 per month.	1,220.00	Operated as a rooming house for women war workers with Miss M. L. Baldwin as matron from Nov. 27 to Apr. 30. Leased to Miss Baldwin, at \$175 per month, from May 1 for housing women war workers.			Retained. ³
1406 Columbia St.	Mrs. Helen Albee...	Oct. 5	6	27.50	None.....	816.81	Leased to Dr. Herbert R. Moody, of War Industries Board, from Nov. 27 to Dec. 27, at \$85 per month. Dr. Moody paid one month's rent and \$400 on account of repairs in settlement.	Dec. 25	99.25	

¹ Per year.² Plus damages, because new.³ Released before Dec. 31, 1919.

NOTE.—"Compensation awarded" means the compensation officially determined by the Secretary of Labor, covering rent and damages paid. Rent has been paid in full in all cases.

REPORT UNITED STATES HOUSING CORPORATION.

Report on commandeered houses in Washington, D. C., June 30, 1919—Continued.

PART II.—HOUSES USED BY THE BUREAU—Continued.

Address.	Owners.	Requisitioned.	Number of rooms.	Appraisal.	Terms with owners.	Cost of repairs as of May 1.	Use made.	Date of release.	Compensation awarded.	Remarks.
1324 18th St.....	Mrs. K. V. H. Wylie.	1918. Sept. 10	12	Per mo. \$250.00	Leased at \$250 per month, furnished.	\$450.03	Operated as a rooming house for women war workers from Nov. 1 to Apr. 28 with Miss Elizabeth B. Kelly as matron. Leased to Benjamin G. Wormesley, United States police, from Oct. 17, at \$55 per month.	1919. Apr. 30	\$1,925.00	
133 11th St. S. E....	Robert O. Holt.....	Oct. 11	6	55.00	Leased at \$55 per month.	9.97	Rented to United States Public Health Service from Oct. 3 to Nov. 9, at \$200 per month, for home for nurses during influenza epidemic. Operated as a rooming house for women war workers from Nov. 20 to Apr. 30 with Mrs. Mary M. Burkhardt as matron.	May 1		Retained. ¹
602 F St.....	American Security & Trust Co.	Sept. 16	24	200.00	Leased at \$200 per month.	1,280.65	Rented to United States Public Health Service from Oct. 3 to Nov. 9, at \$200 per month, for use as hospital. Operated as a rooming house for women war workers from Dec. 1 to 23 with Mrs. Mary M. Burkhardt as matron. Rented to health department of District of Columbia, at \$400 per month, from Dec. 23 to Apr. 21.	Apr. 21	2,400.00	Owner has accepted Mrs. Burkhardt as tenant. There is a question of damages pending.
612 F St.....	Mrs. Isabel H. Lenman.	...do....	35	400.00	Leased at \$400 per month.	678.85	Upper floors leased to R. C. Snow of United States Housing Corporation, from Dec. 15, at \$100 per month, for men war workers. First floor and garage used by Construction Division of United States Housing Corporation, and from Apr. 1 by Washington division, homes registration service.	July 1		Owner accepted our tenant.
819 15th St.....	R. C. Van Vleet.....	Oct. 15	15	*220.00	Leased at \$22 per month.	1,239.32	Operated as a rooming house for women war workers from Nov. 23 to Mar. 31 with Mrs. Fern R. Albright as matron. Leased to R. C. Snow, of United States Housing Corporation, for housing women war workers from Apr. 1 to June 1, at \$200 per month.	May 31	1,720.00	
821 15th St.....	F. C. Jewell.....	Sept. 13	15	200.00	Leased at \$200 per month.	4,176.84	Operated as a rooming house for woman war workers from Nov. 16 to Apr. 28 with Mrs. W. W. Routh as matron.	May 5	1,116.00	
825 15th St.....	Henry A. W. Wood, Benjamin Wood, Liberty Savings Bank.	...do....	17	416.66	Rented at \$410 per month.	1,890.89	Leased to Miss Margaret Shale for housing women war workers from Oct. 15, at \$75 per month. Garage leased to James E. Peak, at \$15 per month, from May 1.	Apr. 1	455.00	Retained. ¹
1629 14th St.....	Dr. George Barry...	Sept. 26	12	75.00	Leased at \$75 per month.	2,260.81	Operated as a rooming house for women war workers with Mrs. Herbert Sumner Owen as matron from Nov. 1 to Mar. 25.	Mar. 1	385.00	Owner accepted Mrs. Miller as tenant.
2634 14th St.....	Charles S. Chase.....	Sept. 13	9	60.00	Leased at \$70 per month.	389.61	Operated as a rooming house for women war workers with Mrs. N. L. Law as matron from Dec. 1 to Feb. 9.	Feb. 10	433.33	
3730 Georgia Ave....	Mrs. Catherine Loeffler.	Sept. 26	12	100.00	Leased at \$100 per month.	2,386.57	Leased to Mrs. Herbert C. Hoover, of Food Administration, for housing war workers from Nov. 15, at \$625 per month.	Mar. 1	1,668.32	Owner has lease ¹ to Miss Ellnor W. Smith, who has continued to house the women in the house.
1818 H St.....	Estate of Alexander B. Hagner.	Oct. 1	10	100.00	...do.....	1,823.92				
1700 I St.....	F. D. Brandegee....	Sept. 18	25	625.00	Rented at \$583.33 per month.	5,322.94				
1711 I St.....	Mrs. H. S. W. Griffith.	Aug. 28	12	*275.00	Leased at \$275 per month.	220.32				

¹ Released before Dec. 31, 1919.² With garage.³ Furnished.

REQUISITIONED HOUSES.

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Report on commandeered houses in Washington, D. C., June 30, 1919—Continued.

PART II.—HOUSES USED BY THE BUREAU—Continued.

Address.	Owners.	Requisitioned.	Number of rooms.	Appraisal.	Terms with owners.	Cost of repairs as of May 1.	Use made.	Date of release.	Compensation awarded.	Remarks.
1375 Irving St.....	Robert B. Brown...	1918. Sept. 19	12	Per mo. \$60.00	Rented at \$60 per month.	\$329.13	Leased to Mrs. Hall, wife of Edward D. Hall, of the War Department, for housing women war workers from Oct. 15, at \$60 per month.	1919.	.....	Retained. ¹
1731 K St.....	William F. Wharton estate.	Sept. 13	18	250.00	Leased at \$250 per month.	718.45	Operated as a rooming house for war workers from Nov. 1 to Apr. 15 with Mrs. Ida F. Cary as matron. Leased to Mrs. Cary from Apr. 15, at \$250 per month.	.....	.....	Do. ¹
1505 L St.....	Elwood C. Wagonhorst.	Sept. 26	10	50.00	Rented at \$45 per month.	1,004.95	Leased to Mrs. Young, wife of Dr. E. F. Young, of Department of Commerce, for housing war workers from Oct. 10, at \$65 per month.	June 30	.....
1528 L St.....	Paul E. Johnson and Judge J. K. M. Norton.	Sept. 19	6	None.	Leased at \$20.50 per month.	916.52	Leased to George F. Blount, of United States Housing Corporation, at \$50 per month, from Nov. 15.	May 15	.....
2421 M St.....	S. Goldenberg.....	Sept. 13	6	32.50	None.....	.....	Leased to P. H. Barteman, of the United States police, from Sept. 15, at \$32.50 per month.	Nov. 22	\$115.86	Owner accepted our tenant.
3033 M St.....	Harry Wardman....	Oct. 5	8	60.00	Leased at \$60 per month.	.....	Leased to John H. Huffman, of the American Railway Express, from Nov. 15, at \$60 per month.	Jan. 7	128.00	
925 Massachusetts Ave.	National Savings & Trust Co., agent for the Metzger estate.	Aug. 29	10	65.00	Leased at \$50 per month.	1,356.96	Leased to Charles F. Rougeau, of the Alien Property Custodian's office, for housing war workers from Oct. 10, at \$55 per month.	.....	.....	Retained. ¹
1623 Massachusetts Ave.	Estate of David B. Harmony.	Aug. 28	14	166.66	Rented at \$166.66 per month.	948.96	Operated as a rooming house for women war workers with Miss Esther Evans as matron from Dec. 7 to Apr. 15.	Apr. 15	1,255.58	
1627 Massachusetts Ave.	Mrs. Florence Vance.	Sept. 13	11	*233.33.	Leased at \$225 per month.	274.95	Leased to R. T. Sexton, of the United States Housing Corporation, for housing war workers from Oct. 1 to Dec. 1, at \$225 per month. Operated as a rooming house for war workers from Dec. 1 to May 1. Mrs. R. T. Sexton was matron to Feb. 21 and Miss Esther Evans was then matron to Apr. 28.	May 1	.....
1720 Massachusetts Ave.	Stanhope E. Blount.	Sept. 24	15	350.00	Leased at \$350 per month.	106.61	Operated as a rooming house for women war workers from Nov. 1 to Apr. 30. Mrs. E. S. Mears was matron until Jan. 15, when she was succeeded by Mrs. Talbot Smith.	Apr. 30	2,531.67	Owner has rented to Mrs. Smith from May 1.
1753 N St.....	Union Trust Co., trustees.	Sept. 13	14	350.00	.....do.....	202.50	Leased to Mrs. Blossom R. Cook, wife of Col. R. L. Cook, U. S. Army, from Oct. 15, at \$350 per month, for housing women war workers.	June 1	.....
1707 19th St.....	Harry A. Kite.....	Oct. 19	12	100.00	Leased at \$100 per month.	279.85	Operated as a rooming house for women war workers with Mrs. Minnie Swann Mitchell as matron from Nov. 16 to Mar. 31. Leased to Mrs. George W. Knowlton, Jr., from Apr. 1, at \$100 per month. Mrs. Knowlton continued to house the women who were in the house.	July 1	.....
1814 19th St.....	Mrs. Mary H. Willis.	Sept. 10	11	185.00	Leased at \$175 per month.	185.22	Operated as a rooming house for women war workers with Mrs. Talbot Smith as matron from Nov. 17 to Apr. 30.	May 1	.....	Owner has leased house to Miss Clara Morrow, who has continued to house the women in the house.
1110 P St.....	Mrs. Mary E. Wright.	Oct. 11	12	60.00	Leased at \$60 per month.	667.47	Operated as a rooming house for women war workers with Mrs. Catherine Judge as matron from Nov. 25 to Feb. 28. Leased to Mrs. Judge, of the National Catholic War Council, for housing women war workers at \$60 per month from Mar. 1.	.....	.....	Retained. ¹

¹ Released before Dec. 31, 1919.

* Furnished.

REPORT UNITED STATES HOUSING CORPORATION.

Report on commandeered houses in Washington, D. C., June 30, 1919—Continued.

PART II. HOUSES USED BY THE BUREAU—Continued.

Address.	Owners.	Requisitioned.	Number of rooms.	Appraisal.	Terms with owners.	Cost of repairs as of May 1.	Use made.	Date of release.	Compensation awarded.	Remarks.
3607 Q St.....	Mrs. Kate M. Magruder.	Oct. 28	13	\$200.00	Leased at \$200 per month.	\$2.00	Operated as a rooming house for women war workers from Nov. 6 to Apr. 30. Mrs. L. B. Bridgman was matron until Jan. 8, when she was succeeded by Mrs. Nellie A. Davis.	May 15	\$1,330.31	Owner has leased house to Mrs. Davis from May 15.
3015 Q St.....	Allan E. Walker.....	Sept. 10	12	125.00	Leased at \$125 per month.	24.80	Leased to Capt. L. D. Smoot, U. S. Army from Sept. 24 to May 3 at \$150 per month.	May 3	947.60	
1620 R St.....	Thornton R. Chesley.	...do.....	10	83.33	Leased at \$83.33 per month.	187.08	Leased to Mrs. Keehan, wife of Wm. F. Keehan, of the Allen Property Custodian's office, for housing women war workers from Nov. 1 at \$83.33 per month.	.....	.....	Retained. ¹
1223 R St.....	Mrs. C. H. Hammick.	Aug. 28	23	541.66	Leased at \$416.66 per month.	168.83	Operated as a rooming house for war workers from Nov. 15 to Apr. 30 with Mrs. Alice Maurer as matron.	May 1	.....	We have made some repairs since house was released.
1449 Rhode Island Ave.	Mrs. Ada M. Hill.....	...do.....	14	\$150.00	Leased at \$135 per month.	69.40	Operated as a rooming house for women war workers with Mrs. Maude S. Harding as matron from Nov. 1 to Mar. 27.	Mar. 28	945.00	
1467 Rhode Island Ave. and 1327 15th St.	Webster Edgerly.....	...do.....	27	\$600.00	Leased at \$600 per month from Sept. 15.	2,029.83	Leased to Allan Robinson, of the United States Housing Corporation, for housing men war workers from Oct. 1 to Nov. 30 at \$525 first month and \$625 second month. Operated as a rooming house for war workers with Mrs. Sarah A. Johnson as matron from Dec. 1 to Mar. 1.	Mar. 5	3,400.00	The house 1327 15th St. was not ready for occupancy until Nov. 5.
1721 Rhode Island Ave.	J. Holdsworth Gordon, receiver.	Aug. 29	14	375.00	Rented at \$375 per month.	352.44	Leased to Miss Harriet C. Davis for housing women war workers from Nov. 1 to Jan. 15 at \$375 per month.	Jan. 15	1,725.00	
Second and N Sts...	National Homeopathic Hospital.	Oct. 19	47	250.00	Rented at \$250 per month. Reduced Jan. 18 to \$175 per month.	None.	Used as a warehouse by the Operating Division, with consent of the owners.	June 15	.....
14 16th St. SE.....	W. Jandon Browne..	Aug. 31	6	27.50	None.....	None.	Rented to George Playfair, navy yard workers, at \$30 per month from Sept. 1 to 20.	Jan. 17	40.00	Was informally released to owner Sept. 26.
1536 16th St.....	Mrs. Fanny S. Perry.	Aug. 28	14	200.00	Leased at \$200 per month. Owner contributed \$150 account repairs.	878.79	Leased to Mrs. T. M. Anderson for housing women war workers from Oct. 21 at \$200 per month.	.....	.....	Retained. ²
1912 Sunderland Place.	Isabel A. Barklie.....	...do.....	10	90.00	Leased at \$90 per month.	167.30	Leased to Miss Marie D. Osborn for housing women war workers from Nov. 1 at \$90 per month.	June 1	821.62	
1114 Vermont Ave..	Philip H. McMillan..	Sept. 16	30	1,041.67	Leased at \$1,041.67 per month from Oct. 15.	49.59	Operated as a rooming house for women war workers with Mrs. M. L. Hatch as matron from Nov. 1 to Mar. 31.	Apr. 1	5,779.51	

¹ Furnished.² Released before Dec. 31, 1919.

REQUISITIONED HOUSES.

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Report on Department of Interior houses.

[Returned to the department Mar. 1, 1919.]

Address.	Appraisal.	Disposition.	Cost of repairs.	Total number of rooms.	Number of occupants.
235 Arthur Place.....	Per ^{no} . \$25.00	Leased to Howard E. Wackerman, Statistical Bureau, Department of Labor, at \$25 per month from Dec. 15, 1918.	\$2,386.17	5	.....
27 B St.....	None.	Occupied by Miss Ida Marshall, who had lived there 30 years and who paid \$5 per month for rent. The Saulsbury resolution prevented increasing the rent of this house.			12
29-31 B St.....	None.	Occupied by Miss S. L. Keyser, who had lived there 14 years and who paid \$5 per month for rent for each of the two houses. The Saulsbury resolution prevented increasing the rent of these houses.			32
33 B St.....	None.	Occupied by Mrs. Barber, who paid \$5 per month for rent. The Saulsbury resolution prevented increasing the rent of this house.			16
40 C St. and 238 New Jersey Ave.	None.	Occupied by Mrs. Boswell, who paid \$1 per month for rent of 40 C Street and \$5 per month for rent of 238 New Jersey Ave. The buildings connect. The inspector was unable to get accurate information as to the number of occupants, but was told that the houses were full and that at least 9 of the occupants were war workers. The Saulsbury resolution prevented increasing the rents of these houses.			.....
44 C St.....	None.	Occupied by Mrs. Pauline Proctor, an invalid, who paid \$1 per month for rent. She had lived in the house for 27 years and had made her own repairs. The Saulsbury resolution prevented increasing the rent of this house.			8
46 C St.....	40.00	Leased by the United States Housing Corporation to Lieut. Cowan, at \$40 per month, from Nov. 1, 1918.	2,001.35	9	9
48 C St.....	40.00	Leased by the United States Housing Corporation to Mrs. Magee, of the U. S. Navy, and Mrs. Burns, of the Quartermaster Corps, at \$40 per month, from Oct. 30, 1918.	2,052.10	9	9
50 C St.....	None.	Occupied by Mrs. Taylor, who has lived there 27 years. The Saulsbury resolution prevented increasing the rent of this house.			4
210 New Jersey Ave.....	50.00	Leased by the United States Housing Corporation to Mrs. M. H. King, at \$35 per month, from Sept. 21, 1918.	4,150.03	8	9
212 New Jersey Ave.....	60.00	Leased by the United States Housing Corporation to Mrs. B. M. Morrison, at \$40 per month, from Oct. 15, 1918.	4,150.04	9	9
214 New Jersey Ave.....	60.00	Occupied by Mrs. Minton, who had been paying \$5 per month for rent and who was offered the house at \$40 per month, she having signed an agreement to have the rent adjusted on account of repairs, but had not agreed to pay it at the time the property was returned to the Department of the Interior.	1,402.36	8	5
216 New Jersey Ave.....	60.00	Occupied by Mrs. S. E. Pinkerton, who paid \$5 per month for rent, but who agreed to pay increased rent when repairs were completed.	1,351.16	8	10
218 New Jersey Ave.....	60.00	Occupied by Mrs. R. D. Wetmore, who paid \$1 per month for rent, but who agreed to pay increased rent when repairs were completed.	1,823.10	8	8
220 New Jersey Ave.....	60.00	Occupied by Mrs. Loretta E. Smith, who paid \$1 per month for rent, but who agreed to pay increased rent when repairs were completed.	4,607.02	8	11
222 New Jersey Ave.....	60.00	Occupied by Mrs. Mary D. Thornton, who paid \$1 per month for rent and who refused to agree to pay an increased rent in consideration of repairs.	261.48	8	10
224 New Jersey Ave.....	60.00	Occupied by Mrs. J. M. Williams, who paid \$5 per month for rent, but was far in arrears. She agreed to pay increased rent on the completion of repairs.	2,413.15	8	8
226 New Jersey Ave.....	60.00	Occupied by Mrs. M. J. McAndrews, who paid \$5 per month for rent, but who agreed to pay increased rent on the completion of repairs.	1,856.56	8	8
228 New Jersey Ave.....	None.	Occupied by Mrs. Ayres, who paid \$1 per month for rent. The Saulsbury resolution prevented increasing the rent.			9
230 New Jersey Ave.....	None.	Occupied by Mrs. Meyers, who paid \$5 per month for rent. The Saulsbury resolution prevented increasing the rent.			10
232 New Jersey Ave.....	None.	Occupied by Mrs. Lamont, who paid \$5 per month for rent. The Saulsbury resolution prevented increasing the rent.			15
234 and 236 New Jersey Ave.	None.	Occupied by Mrs. Davis, who had lived there 16 years and who paid \$1 per year for rent of No. 234 and \$5 per year for rent of No. 236. She claimed to have spent \$500 on repairs in No. 234 New Jersey Ave. The Saulsbury resolution prevented increasing the rents of these houses.			22

Houses under the Superintendent of Public Buildings and Grounds.

[Returned by the United States Housing Corporation, Mar. 1, 1919.]

Address.	Appraisal.	Disposition.	Cost of repairs.	Total number of rooms.	Number of occupants.
1323 Twenty-fourth St.....	\$22.50	Leased by the United States Housing Corporation to George Playfair, at \$20 per month, from Sept. 20, 1918.	\$997.48	6	6
1108 Twenty-sixth St.....	25.00	Leased by the United States Housing Corporation to Samuel Burns, at \$25 per month, from Jan. 7, 1919.	1,191.01	6	.....

HOUSES IN THE SOUTHEAST DISTRICT OF WASHINGTON.

Projects 27A and 27B.

Address.	Lessee.	Date of lease.	Rent per month.	Address.	Lessee.	Date of lease.	Rent per month.
1700 A St.....	E. David Brown.....	Mar. 25, 1918	\$20.50	1716 A St.:			
1702 A St.....	Mrs. Edward J. Murphy..	Apr. 15, 1919	15.50	Apartment 1.....	Charles Brough.....	Oct. 10, 1918	\$10.50
1704 A St.....	Peter S. Roessle.....	Mar. 15, 1918	15.50	Apartment 2.....	May E. Hawkins.....	Mar. 1, 1919	10.50
1706 A St.....	Walter V. Minnis.....	Apr. 10, 1919	20.50	Apartment 3.....	William H. Hammett..	Sept. 4, 1918	10.50
1708 A St.....	Charles H. Southard.....	Mar. 25, 1919	20.50	Apartment 4.....	Maurice Geiger.....	Sept. 18, 1918	10.50
1712 A St.:				1735 A St.....	To be demolished.....		
Apartment 1.....	Charles Cohn.....	Oct. 20, 1918	10.50	1751 A St.....	James D. Linkins.....	Mar. 12, 1919	16.50
Apartment 2.....	Ellis A. Picket.....	Mar. 20, 1919	10.50	1753 A St.....	Phillip W. Greenwell..	Mar. 1, 1919	16.50
Apartment 3.....	Mrs. James E. Hope.....	Jan. 1, 1919	10.50	1755 A St.....	Leslie J. Leiper.....	Feb. 1, 1919	16.50
Apartment 4.....	William F. Blake.....	Oct. 21, 1918	10.50	1757 A St.....	Mrs. Delia Moran.....	Mar. 1, 1919	18.50
1714 A St.:				1712 B St.....	James F. Padget.....	.....do.....	18.00
Apartment 1.....	Sherman Bible.....	Mar. 25, 1919	10.50	1714 B St.....	David B. Printz.....	.....do.....	20.00
Apartment 2.....	William J. Poch.....	Apr. 1, 1919	10.50	1716 B St.....	Edward M. Lewis.....	Mar. 10, 1919	12.50
Apartment 3.....	Mrs. James S. Lewis.....	Mar. 15, 1919	10.50	1718 B St.....	John V. Hardesty.....	Oct. 1, 1918	12.50
Apartment 4.....	William O. Bowie.....	Oct. 1, 1919	10.50	1720 B St.....	Jay R. Tyler.....	Mar. 1, 1919	12.50
				1722 B St.....	Earl D. Reid.....	.....do.....	13.50

APPENDIX XVII.

WASHINGTON DIVISION, HOMES REGISTRATION SERVICE.

History—Placements—Other service to war workers—The housing shortage—Loans to boarding-house keepers—Management of commandeered houses—Management of houses transferred from Interior Department and the Superintendent of Public Buildings and Grounds.

HISTORY.

In the fall of 1917 the Washington Chamber of Commerce, perceiving the rapidity with which the war workers were coming to this city, endeavored to compile a list of vacant bedrooms for the purpose of furnishing them with the addresses of suitable living quarters. Publicity was given to this activity by letters to various chambers of commerce throughout the United States.

The applications for rooms grew in volume daily and the Federal Government then became interested in the matter. A room registration office, functioning under the District council of defense, was therefore established at 1321 New York Avenue in the latter part of January, 1918. This office became a part of the government of the District of Columbia on August 21, 1918. On September 17, 1918, the room registration office was taken over by the Bureau of Industrial Housing and its activities were coordinated with those of the Washington committee on equipment of houses and the committee on requisitioned houses.

PLACEMENTS.

The following are statistics regarding the activities of the registry section within the period from February 1, 1918, to June 30, 1919:

Months.	Persons receiving addresses.	Months.	Persons receiving addresses.
February, 1918.....	2,439	December, 1918.....	1,593
March.....	3,462	January, 1919.....	1,904
April.....	5,025	February.....	1,206
May.....	2,612	March.....	1,096
June.....	2,535	April.....	745
July.....	2,665	May.....	783
August.....	3,662	June.....	566
September.....	5,410	Total.....	42,474
October.....	3,805		
November.....	2,966		

OTHER SERVICE TO WAR WORKERS.

The room registration office has been of assistance to the war program of the Government, not only in finding homes for incoming clerks, but also through the large element of human interest and sympathy it has infused into its work. It has established contact between strangers and churches or other civic organizations. In addition, it has been able to tell anxious parents of the whereabouts of their sons and daughters who had failed to write home.

Incoming war workers might be compared to an assortment of pegs of various shapes and sizes, and it has been the desire and aim of the room registration office to fit those pegs in properly as regards living accommodations. This has not always been an easy problem. The young girl from a small town, who has never before been away from home restraint, nor living in a large city, has been the cause of our greatest difficulty and anxiety.

It has been the constant aim of this office to hold down room and board prices to reasonable levels. Some persons have offered rooms at exorbitant prices, and it was politely suggested to them that their prices were too high. Many of the persons receiving such suggestions modified their prices, but in a number of instances they replied that "if we did not want the room we need not take it," and generally it was not taken.

THE HOUSING SHORTAGE.

Fortunately the supply of rooms at the registration office has never been totally exhausted. Sometimes the supply would get quite low, but prompt steps would then be taken to increase it through a canvass or appeals through the churches, and much has been done in the way of publicity by distributing thousands of posters and handbills and by news items in the local press, the columns of the latter having been cheerfully tendered.

Numerous restrictions were made by householders as to the types of roomers they would receive into their homes. This tended to limit the number of vacant accommodations suitable for any given applicant. Some did not want young women who would raid the family refrigerator, use the family bathtub for laundry purposes, put worn-out garments in toilets, set hot irons on varnished surfaces, monopolize the parlor to the exclusion of the family, return late at night with soldiers and sailors and turkey trot around the parlor to graphophone music, etc., and others would not receive young men who smoked cigarettes, or pipes, or cigars, or who chewed tobacco. Some restricted use of their rooms to Hebrew girls, or men from New York or Catholic girls from Louisiana. The supply of rooms for men was always larger than that for women. Few light housekeeping rooms or apartments were available at any time despite active solicitation for them.

The demand for houses and apartments up to this writing (June 30, 1919) has been quite heavy and is still growing, while the supply is almost negligible. This demand is accounted for by the fact that many married persons who came to Washington to work for the Government are unwilling to forego much longer the comfort and pleasure of living in accommodations better adapted to housekeeping than a room or two with a shallow closet for a "kitchenette." Also because of the fact that the city is very much congested, only about 5,000 civilian Government workers in the District of Columbia having left the city since the date of the signing of the armistice, according to figures obtained from the various personnel officers. Meanwhile there has been practically no building of houses or apartments since war was declared against Germany. Efforts are still being made to induce the building of homes in the District of Columbia, and it is hoped these efforts will be productive of much good, but it is clear that following the commencement of building operations a number of months will be required to provide additional housing facilities.

LOANS TO BOARDING-HOUSE KEEPERS.

The loans made through this office to aid in equipping and operating emergency boarding houses for war workers amount to \$25,053, on which principal had been reduced to \$13,657.78 by June 30, 1919.¹

The plan under which these loans were made is substantially the same as was followed by the Housing and Health Division of the War Department in rendering financial assistance to matrons of approximately 25 emergency boarding houses opened in the spring and summer of 1918. An outline of the plan is deemed proper in this report:

All persons applying for loans for the purpose indicated were carefully investigated, particularly as to their training, experience, ability, financial responsibility, morality, honesty, general health, and their capacity to exercise a firm and tactful control over, but sympathetic interest in, the occupants of their houses. We proceeded on the theory that an effort should be made to improve the living standards and health of war workers. Being satisfied as to the advisability of making a loan, the office authorized the applicant to incur bills, subject to approval, up to the amount of the loan agreed upon; secured such loan by a demand note bearing interest at the rate of 5 per cent per annum and secured by a chattel deed of trust duly recorded; required the borrower to pay premium for fire insurance on the chattels; stipulated dates and amounts of monthly curtails; limited the number of persons to be accommodated in the various rooms of the house and the prices to be charged such persons; and specified that the house was to be subject to inspection. In a few instances, the office also obtained collateral security for the loan, or had

the repayment of all or a part of the loan guaranteed by a third person. The plan of the Housing and Health Division of the War Department, hereinbefore referred to, worked very successfully and the plan adopted by this office should do likewise, except that it may be difficult, in view of the changed housing conditions following the signing of the armistice, to keep the houses practically full for one year after the respective dates of the loans.

MANAGEMENT OF COMMANDEERED HOUSES.²

These houses consist of two classes, namely, those operated by the corporation for the housing of war workers and those leased by the corporation to private persons to operate for the accommodation of such workers. Of the first class there were 22 houses, capable of sheltering 435 persons, each house presided over by a matron selected after careful inquiry as to her character and qualifications. The occupants of these houses obtained clean and nicely furnished rooms and 15 meals per week at reasonable prices. The operation of these houses, which were generally large residences in good sections, resulted in a financial loss to the corporation, but this loss is believed to be more than compensated for by reduced labor turnover and increased efficiency as regards the persons housed.

The corporation began to stop operating these houses in December, 1918, and on April 30, 1919, ceased to operate all of them, either turning them back to their owners or leasing them to individuals to continue operations at the standard that had been set and subject to our inspection.

Of the other class mentioned, 22 houses were leased originally to persons to operate for the accommodation of war workers, and in all cases where owners were willing to accept our tenants their houses have been returned to them.

MANAGEMENT OF HOUSES TRANSFERRED FROM INTERIOR DEPARTMENT AND THE SUPERINTENDENT OF PUBLIC BUILDINGS AND GROUNDS.

The houses on New Jersey Avenue, B and C Streets, and Arthur Place NW., turned over to the corporation by the Interior Department, and the houses on Twenty-fourth and Twenty-sixth Streets NW., turned over to the corporation by the Superintendent of Public Buildings and Grounds, were provided with tenants by this office, after the making of necessary repairs, excepting the premises in which the original tenants declined either to pay an increased rental or to vacate. The houses of both of these classes have been turned back to the sources from which they were received.

EDWIN S. HEGE,

*Manager, Washington Division, September 17, 1918,
to June 30, 1919.*

¹ Two cases have been turned over to the Legal Division for foreclosure. By Jan. 1, 1920, the balance of principal due on the remainder of cases was \$3,842.18.

² For details see report of committee on requisitioned houses, p. 312.

APPENDIX XVIII.

FISCAL DIVISION.

Introduction—Scope and policy—Organization—Field organization and operations—Statement for period ending July 31, 1919, Philadelphia—Working methods—Accounting section—Administrative audit—Routine of auditing field payments—Freight and traffic—Insurance—Commissary—Method of accounting in commissaries operated by contractors—Plant account—Field instructions—Equipment for field office—Instructions to timekeeper and paymaster—Sequence of material purchases and receipts—Accounting and forms—Accomplishments.

INTRODUCTION.

To the Fiscal Division, the "official financial recorders" of the corporation, fell the lot of keeping a complete and accurate record covering all transactions which involved the disbursement of a \$100,000,000 appropriation to provide "housing for war needs." In accordance with section 6 of the act of Congress approved May 16, 1918, the corporation was to furnish a complete detailed report at the beginning of each session of Congress of all moneys disbursed, showing for what purpose they were expended.

SCOPE AND POLICY.

The magnitude of the duties of this division being fully realized, the first step was to prepare a set of instructions and forms detailing the policy under which the corporation was to operate.

Among the problems considered were:

1. The protection and safeguarding of public funds.
2. The collecting of information for the preparation of analytical reports.
3. Provision for simplicity.
4. Provision for elimination of duplication.
5. Departmental cooperation.

In handling problem 1, consultations were held with the Comptroller of the United States Treasury as to the governmental prerequisites for disbursements, and application was made of his knowledge and advice. Forms of contracts, orders, and other sources of authority to purchase were adopted (hereinafter described) to indicate clearly "value received," so for each disbursement made there was thus provided full security for the safeguarding of public moneys.

To cope with problem 2 it was necessary to consider the segregation of costs properly classified, first, with a view to keeping within the allotment assigned for each development; second, to keep abreast with the current costs for the purpose of ready comparisons of estimated costs with actual costs of the construction work. Such segregation was also a means of providing safety against possible extravagance.

Our third problem was to record in a comprehensive analytical manner the necessary data which would fully reflect the operations of the numerous departments of the corporation, and having in mind the scarcity of experienced auditors and accountants it was accordingly determined that the accounting system to be installed should be systematized, thus providing for a simple and uniform method.

The fourth condition, "Elimination of duplication," was given consideration in its broadest sense, first, for utmost efficiency, and secondly, for the conservation of man power, and thirdly, for its saving in a monetary sense.

The fifth problem, "Departmental cooperation," was one for serious consideration. The Fiscal Division being the pulse of the corporation had direct contact and relationship with each division, each of which desired certain information kept in order to reflect their accomplishments from a financial standpoint, thereby doing away with the necessity of additional clerical hire.

With these conditions given full consideration there was prepared and edited a "Manual of Instructions" with accompanying forms, covering all requirements and detailing in a minute fashion the necessary procedure for all conditions that could be anticipated.

ORGANIZATION.

The second step, and of no less importance, was the obtaining of a competent personnel for the Washington office and the several field offices. The outlook for auditors and accountants was most discouraging. Minds trained for this class of work were in urgent demand. Other departments were offering higher rates of pay than we could conscientiously grant. With the draft as one outlet channel and big business as another, the supply for this class of man power was seriously depleted.

This condition intensified the work of the division by placing an added burden to the acquired staff. With persistency foremost in mind there became even-

tually available a limited number of men for executive positions patriotically loaned by prominent contractors and engineers of the country. It then became the task of the division to comb the market for assistants with the hope of securing a number with sufficient basic knowledge of commercialism and to school them as to our methods, system, and requirements. Thus, by this process it was possible to man the several posts and keep the machinery in operation.

The personnel of the division at the peak of its activities consisted of a comptroller, a deputy comptroller, a general auditor, an assistant general auditor, a chief accountant, a head bookkeeper, a chief project auditor, 3 traveling auditors, 2 district auditors, 37 field auditors, 110 assistant field auditors, 11 project auditors, 6 auditors on a contractual relationship, 1 auditor on transportation tariff, 1 auditor on loans to public utility companies, 1 auditor on furnishings and equipment, and the necessary stenographers, typists, and clerks.

The comptroller was charged with the management of the division to see that payments were made promptly and accounts correctly recorded. The deputy comptroller was the chief aid to the comptroller and assumed his responsibilities during his absence.

The general auditor was charged with the responsibility of preparing the "Manual of Instructions" and accounting forms that were used by this division. He organized the various field offices and was responsible for their efficiency and management. He was in charge of auditing all disbursements of both the Washington and field offices. The assistant general auditor was responsible for the complete audit of all real estate purchases, observing that the proper form of contract had been entered into, that the property described in the closing papers was in accordance with the plot diagram submitted, that the price negotiated was paid in like amount, and that the abstracts and deeds conveying title were proper and in order. He also generally assisted the general auditor in legal matters.

The chief accountant was responsible for the system of control accounts and its application; he was in charge of all books and prepared all balance sheets, analytical and financial statements. He was assisted by a head bookkeeper, assistant bookkeeper, and clerks.

The chief project auditor was charged with complete administrative audit of all payments made in the field. He scrutinized all payments after having ascertained that all were properly supported by the detail of purchase, orders or authority, evidence of receipt, and that the authorized signatures were affixed.

The auditor on hotel and operating accounts (which included commissaries and canteens) visited

the various developments, audited their accounts, and prepared comparative statements of their standing.

The traveling auditor visited the various construction projects, observed their method of management, assisted in increasing efficiency, and in general aided in solving the various problems presented to them by the field auditors in addition to correctly interpreting the instructions.

FIELD ORGANIZATION AND OPERATIONS.

The Fiscal Division was represented in the field offices by a field auditor, who reported to the works superintendent but was in constant communication with the general auditor in the Washington office for advice and guidance. He was furnished a "Manual of Instruction" and forms which clearly defined the procedure for keeping accounts and the authorizing of payments. The entire clerical force of the contractor reported to him. He was aided by assistant auditors who were assigned to the various branches of the field office; i. e., timekeeping, pay roll, purchasing, materials, and bookkeeping to keep an audit abreast with the activities.

The corporation, with a view of economy, did not parallel the contractor's office force for purpose of check. Since the contractor's office force reported to the field auditor through the contractor's office manager, he was able to keep in constant touch with all material matters.

Although the workings of the field office are clearly brought out in the manual, we will take a specific case to set forth the sequence of an operation:

1. The contractor is about to construct a building. The materials are not on the ground.
2. A bill of material is prepared from blueprints by taking off quantities required.
3. It is presented to works superintendent for his approval as to quantity and grade.
4. Contractor secures competitive bids.
5. Order prepared and issued to lowest responsible bidder.
6. Copies of orders distributed to vendor, field auditor, Fiscal Division, contractor, and Construction Division.
7. Material is received by contractor and checked by assistant auditor.
8. Receiving ticket is filed with corresponding purchase order.
9. Invoice is received, recorded, calculations and extensions checked, and delivered to Materials Department for proof of receipt of material.
10. Material clerk refers to order file, compares bill rendered with receiving ticket to see that it checks for quantity and quality, and further compares invoice rendered with purchase order for check of quantities ordered against those billed and quality

ordered against that billed and price quoted against that billed, also making proper notation of its passage in order to prevent possible duplication of payment.

11. Invoice with receiving tickets attached and signatures affixed are returned to bookkeeper for distribution and entry. Invoice is then vouchered and approved by contractor's representative and delivered to field auditor.

12. Field auditor reviews voucher for final check, signs, refers to works superintendent for counter-signature, and then it is transmitted to field disbursing agent for payment. (All checks are signed by the disbursing agent and countersigned by the field auditor, who are both bonded employees.)

13. Original voucher is then forwarded to the Washington office for entry and administrative audit.

A specimen form of a field accounting report which is submitted to the Washington office on the 10th of each month covering all transactions to the end of the previous month, is submitted herewith. These reports are reviewed, criticized, and audited and checked against the control accounts kept by the home office.

Specimen form of field accounting report.

Project No. 503. Location, Philadelphia, Pa.

FOR PERIOD ENDING JULY 31, 1919.

Field construction accounts:

Specific accounts (per schedule A)..... \$3,100,952.54
Suspense register (per schedule B)..... 95,180.23

Total construction costs entered..... 3,196,132.77

Consignor's freight paid but not yet deducted (per schedule D)..... None.

United States Housing Corporation field staff.. 15,295.32

W. F. & E.¹ (paid through field office)..... None.

Real estate (paid through field office)..... None.

Total—all costs..... 3,211,428.09

Disbursements..... 3,227,683.45

Vouchers approved and entered but not paid.. 5,125.04

Add value of material received from other projects..... 18,700.25

Deduct cost of material sold or transferred.... 40,080.65

Total..... 3,211,428.09

Obligations not paid nor entered:

Unpaid invoices on hand (per schedule C).... 4,116.62

Unclaimed wages..... 198.06

Total..... 4,314.68

Contingent liabilities:

Field orders (per schedule E)..... 8,951.69

Army purchase orders (per schedule F)..... None.

W. P. B.² orders (per schedule G)..... None.

Total..... 8,951.69

¹ Washington Furniture and Equipment Section.

CASH STATEMENT.

Deposits..... \$3,610,000.00

Disbursements:

As above..... 3,227,683.45

As per schedule attached..... 345,486.88

Balance on hand..... 36,829.67

Total..... 3,610,000.00

Certified correct as to total disbursements.

Approved.

Disbursing Officer.

Certified correct.

Works Superintendent.

Field Auditor.

SUPPLEMENTAL STATEMENT.

Project No. 503.

Location, Philadelphia, Pa.

PERIOD ENDING JULY 31, 1919.

Project No. 271..... \$339,229.72

Project No. 1,596..... 5,848.83

Philadelphia Rapid Transit Co..... 408.33

Other than project No. 503..... 345,486.88

Project No. 503.

Location, Philadelphia, Pa.

Summary of general groups, period ending July 31, 1919.

SCHEDULE A.

Symbol.	General groups and sub-accounts.	Labor.	Material.	Total.
10.....	Overhead.....	\$100,890.10	\$50,405.73	\$151,295.83
11.....	Preparation of site.....	40,654.45	64,027.45	104,711.90
12.....	Excavation.....	27,268.52	.....	27,268.52
13.....	Masonry.....	345,298.65	403,636.08	808,934.73
14.....	Carpentry.....	302,011.09	344,497.09	646,508.18
15.....	Roofing.....	7,722.63	42,428.64	50,151.27
16.....	Sheet-metal work.....	12,205.53	25,927.57	38,133.10
17.....	Ironwork.....	1,352.70	30,390.96	31,743.66
18.....	Plastering.....	115,411.02	53,543.97	168,954.99
19.....	Plumbing.....	106,875.85	158,554.89	259,930.74
20.....	Heating.....	63,925.85	89,904.07	153,829.92
21.....	Lighting.....	27,970.73	27,636.30	55,607.03
22.....	Flooring.....	38,478.92	45,076.38	83,555.30
23.....	Hardware.....	33.20	22,194.71	22,157.91
24.....	Painting and paperhanging.....	58,328.95	35,730.64	94,059.59
25.....	Fences.....	13,367.14	17,526.10	30,893.24
26.....	Landscaping.....	28,248.59	8,348.51	36,597.10
27.....	Cleaning up.....	19,009.11	40.50	19,049.61
28.....	Concrete paving.....	9,259.57	16,737.77	26,047.34
29.....	Concrete curbs and gutters.....	76.70	445.71	522.41
30.....	Cement sidewalks.....	34,155.88	20,252.79	54,408.67
31.....	Sewers.....	80,437.02	61,495.34	141,932.36
32.....	Water lines.....	34,187.01	22,322.57	56,509.58
33.....	Parks.....	11,344.68	26,973.11	38,317.79
34.....	Unclaimed wages.....	198.06	.....	198.06
Total specific accounts.....		1,477,795.81	1,623,156.73	3,100,952.54
Schedule B, suspense accounts.....		.....	95,180.23	95,180.23
Total of both.....		1,477,795.81	1,718,336.96	3,196,132.77

¹ Credit.

Approved.

Certified correct—

Works superintendent.

Field auditor.

² Washington Procurement Branch.

Summary of general groups, period ending July 31, 1919—Continued.

SPENDING ACCOUNTS.

Symbol.	General groups and sub-accounts.	Labor.	Material.	Total.	Symbol.	General groups and sub-accounts.	Labor.	Material.	Total.
10.	Overhead:				21.	Lighting:			
111.	Salaries.....	\$82,853.06		\$82,853.06	1.	Wiring.....	\$27,970.78	\$13,419.44	\$41,390.22
112.	Stationery, printing, etc.....		\$2,325.49	2,325.49	2.	Fixtures.....		14,216.86	14,216.86
114.	Telephone and telegraph.....		1,053.20	1,053.20		Total.....	27,970.78	27,636.30	55,607.08
115.	Rent.....		84.80	84.80	22.	Flooring:			
116.	Miscellaneous.....		2,511.63	2,511.63	1.	Concrete.....	9,428.03	10,416.50	19,844.53
117.	Motor vehicles.....	1,668.00	821.74	2,489.74	3.	Wood.....	29,050.92	34,059.88	63,710.80
118.	Motor vehicles—first cost.....		80.25	80.25		Total.....	38,478.95	45,076.38	83,555.33
22.	Temporary buildings.....	13,610.70	21,845.94	35,456.64	23.	Hardware:			
24.	Temporary utilities.....		2,490.73	2,490.73	1.	Rough.....	33.20	11,833.90	11,867.10
25.	Fuel and oil.....	8.54	1,378.12	1,386.66	2.	Finished.....		10,290.81	10,290.81
26.	Miscellaneous.....		13.15	13.15		Total.....	33.20	22,124.71	22,157.91
41.	Liability insurance.....		13,416.15	13,416.15	25.	Painting and paperhanging:			
42.	Public insurance.....		3,918.08	3,918.08	1.	Exterior.....	32,046.23	12,746.57	44,792.80
43.	Auto insurance.....		63.67	63.67	2.	Interior.....	26,282.72	7,542.84	33,825.56
45.	Premiums on fidelity bonds.....		363.18	363.18	3.	Paperhanging.....		15,441.23	15,441.23
46.	Salvage.....	2,749.80	9.75	2,759.55		Total.....	58,328.95	35,730.64	94,059.59
	Total.....	100,890.10	50,405.78	151,295.88	28.	Fences:			
11.	Preparation of site:				2.	Iron.....	6,564.82	13,490.36	20,055.18
1.	Clearing.....	3,910.76		3,910.76	3.	Brick.....	5,585.09	4,035.74	9,620.83
3.	Rough grading.....	36,743.69	64,067.45	100,801.14	4.	Extra iron.....	1,095.63		1,095.63
	Total.....	40,654.45	64,067.45	104,721.90	5.	Do.....	121.60		121.60
12.	Excavation:					Total.....	13,367.14	17,526.10	30,893.24
1.	Earth.....	27,268.52		27,268.52	29.	Landscaping:			
13.	Masonry:				1.	Finishing grading.....	12,849.52		12,849.52
11.	Concrete.....	39,635.26	46,912.53	86,547.79	2.	Planting.....	2,915.65	6,035.31	8,950.96
12.	Stone.....	111,784.94	112,066.11	223,851.05	3.	Top soil.....	12,483.42	2,314.60	14,798.02
22.	Brick.....	153,779.40	264,118.43	417,897.83		Total.....	28,248.59	8,349.91	36,598.50
24.	Cast stone.....	97.05	10,539.01	10,636.06	30.	Cleaning up:			
	Total.....	345,296.65	463,636.08	808,932.73		Cleaning up.....	19,009.11	40.50	19,049.61
14.	Carpentry:				31.	Concrete paving:			
1.	Rough framing.....	163,183.85	164,093.40	327,277.25	1.	Streets.....	9,259.57	9,841.31	19,100.88
2.	Exterior millwork.....	59,582.71	73,208.51	131,791.22	4.	Curbs.....		6,946.46	6,946.46
3.	Interior millwork.....	78,633.03	99,310.81	177,943.84		Total.....	9,259.57	16,787.77	26,047.34
5.	Plate glass.....		1,255.36	1,255.36	32.	Concrete curbs and gutters:			
6.	Window screens.....	1,611.50	1,489.25	3,100.75	1.	Streets.....	76.70		76.70
7.	Screen doors.....		5,145.26	5,145.26	2.	Curbs.....		443.71	443.71
	Total.....	302,011.09	344,497.09	646,508.18		Total.....	76.70	443.71	520.41
15.	Roofing:				33.	Cement sidewalks:			
2.	Slate.....	7,722.63	14,355.07	22,077.70	11.	Cement sidewalks.....	8,167.12	3,999.51	12,166.63
6.	Slag.....		28,073.57	28,073.57	12.	Do.....	13,089.34	8,762.44	21,851.78
	Total.....	7,722.63	42,428.64	50,151.27	11ST.	Street walks.....	7,766.76	7,490.84	15,257.60
16.	Sheet-metal work:				1.	Do.....	6,132.16		6,132.16
1.	Iron.....	12,205.93	25,927.97	38,133.90		Total.....	34,155.38	20,252.79	54,408.17
17.	Ironwork:				Sewers.	Sewers:			
1.	Structural steel.....		2,192.00	2,192.00		Sewers.....	80,437.02	61,496.34	141,933.36
2.	Reinforcing steel.....	1,352.70	11,092.54	12,445.24	Water.	Water lines:			
5.	Miscellaneous.....		17,096.42	17,096.42	Lines.	Water lines.....	34,167.01	22,322.57	56,489.58
	Total.....	1,352.70	30,380.96	31,733.66	43.	Parks:			
18.	Plastering:				1.	Excavation.....	192.77		192.77
2.	Interior.....	115,411.02	53,543.97	168,954.99	2.	Fill.....	548.32		548.32
19.	Plumbing:				3.	Concrete work.....	9,782.58	26,829.99	36,612.57
1.	Sanitary and storm.....	106,201.97	124,188.52	230,390.49	6.	Water connections.....	821.01	143.12	964.13
2.	Water.....	173.88	9,725.20	9,899.08		Total.....	11,344.68	26,973.11	38,317.79
3.	Steam.....		19,617.67	19,617.67		Unclaimed wages.....	198.06		198.06
4.	Parts.....		23.50	23.50					
	Total.....	106,375.85	153,554.89	259,930.74					
20.	Heating:								
1.	Hot air.....	63,925.85	84,775.83	148,701.68					
2.	Steam.....		6,106.68	6,106.68					
4.	Parts.....		81.56	81.56					
	Total.....	63,925.85	89,964.07	153,889.92					

1 Credit.

REPORT UNITED STATES HOUSING CORPORATION.

SCHEDULE B.
SUSPENSE ACCOUNTS.

Symbol.	General groups and subaccounts.	Material.
	Collection bills receivable.....	\$11,113.87
	Advance—A. L. Otto Co.....	700.00
	Inventories:	
23.1.....	Rough hardware.....	1,407.72
13.22.....	Mason's materials.....	511.67
13.24.....	Cut stone.....	807.92
14.1.....	New lumber.....	7,246.34
14.1.....	Old lumber.....	2,841.93
14.2.....	Mill work.....	12,517.39
15.2.....	Slate roofing.....	485.13
16.1.....	Sheet metal.....	1,347.90
17.2.....	Ironwork.....	6,375.50
17.5.....	Miscellaneous iron and steel.....	652.16
18.2.....	Plaster material.....	820.26
19.1.....	Plumbing material.....	12,032.60
20.3.....	Steam heating.....	684.84
20.2.....	Hot air.....	2,112.70
21.1.....	Electrical supplies.....	4,406.03
23.2.....	Finishing hardware.....	8,601.87
10.119.....	Nonexpendable.....	3,833.21
Sewers.....	Sewers.....	11,461.78
Water lines.....	Water lines.....	2,570.38
	Prepaid freight.....	212.40
	Pay-roll revenue.....	131.89
	Loss on sales.....	6,710.70
	Unadjustable debit memos.....	1,683.46
	Total.....	95,180.23

1 Credit.

SCHEDULE C.
UNPAID INVOICES.

[List of all unpaid material and freight invoices.]

Date.	Vendor.	Class of material.	Amount.
Oct. 14, 1918	Patton Clay Mfg. Co.....	Sewer pipe.....	\$201.83
Oct. 12, 1918	do.....	do.....	405.60
Oct. 9, 1918	do.....	do.....	214.50
Oct. 3, 1918	do.....	do.....	204.93
Do.....	do.....	do.....	215.28
Oct. 7, 1918	do.....	do.....	263.72
Oct. 5, 1918	do.....	do.....	210.60
Sept. 26, 1918	do.....	do.....	280.28
Sept. 28, 1918	do.....	do.....	285.45
Do.....	do.....	do.....	278.74
Do.....	do.....	do.....	291.20
Sept. 31, 1918	do.....	do.....	337.41
Oct. 5, 1918	do.....	do.....	193.05
Sept. 26, 1918	do.....	do.....	280.07
Oct. 2, 1918	do.....	do.....	279.45
July 21, 1919	Henry A. Dreer.....	Grass sickles.....	11.25
June 21, 1919	Victor Brass Co.....	Brass couplings.....	15.78
July 31, 1919	Jones-Beach Co.....	Electrical supplies.....	8.54
July 17, 1919	J. D. Johnson Co.....	Plumbing.....	92.63
July 21, 1919	do.....	do.....	46.31
	Total.....		4,116.62

SCHEDULE D.

CONSIGNOR'S FREIGHT.

[List of all accounts not in balance.]

Shippers.	Order No.	Debit.	Credit.
None.....			

SCHEDULE E.

FIELD ORDERS.

[List of orders for material which have not been received or included in expense register.]

Order.	Vendor.	Class of material.	Amount.
F-503-840.....	Lawrenson & Holtzworth.....	Topsoll.....	\$1,800.00
F-503-841.....	W. N. Myers.....	do.....	1,800.00
F-503-839.....	Girard Estate.....	do.....	600.00
F-503-842.....	Newton Supply Co.....	Gravel, cement, slag.....	4,751.69
	Total.....		8,951.69

SCHEDULE F.

ARMY PURCHASE ORDERS.

[List of orders for material which have not been received or included in expense register.]

Order.	Vendor.	Class of material.	Amount.
Complete.....			

SCHEDULE G.

W. P. B. ORDERS—WASHINGTON PROCUREMENT BRANCH.

[List of orders for materials which have not been received or included in expense register.]

Order.	Vendor.	Class of material.	Amount.
Complete.....			

Recapitulation of pay rolls.

Project No. 503. Location, Philadelphia, Pa. Roydhouse-Arey Co., General contractor.

Certified correct.

Approved.

Field Auditor.

Works Superintendent.

Subcontractor.

Date period and.	Pay-roll No.	Gross pay roll.	Deduction for—			Less unclaimed.	Plus previous receipt.	Net amount paid.
			Errors.	Unauthorized entries.	Plant maintenance.			
1919.								
June 25.....	42	\$1,444,927.63	\$1.80	\$27.45		\$10,754.33	\$10,446.33	\$1,444,590.96
July 2.....	42	9,893.00				150.58	96.76	9,839.18
July 9.....	43	8,053.04				20.93	179.25	8,211.36
July 16.....	44	6,724.61				29.25	19.13	6,714.49
July 23.....	45	3,962.77		\$30.00		27.68	29.25	3,934.34
July 30.....	46	5,111.53				9.00	22.51	5,125.04
Total.....		1,478,672.58	30.00	27.45		10,991.77	10,793.71	1,478,415.27
Note.....						10,991.97		
Less.....						10,793.71		
Net unclaimed wages.....						198.06		

Statement of unclaimed wages, as of July 30, 1919.

UNCLAIMED.		PAID.	
Statement, June 25, 1919.....	\$307.52	Week of July 2, 1919.....	\$96.76
Week of July 2, 1919.....	150.58	Week of July 9, 1919.....	179.25
Week of July 9, 1919.....	20.93	Week of July 16, 1919.....	19.13
Week of July 16, 1919.....	29.25	Week of July 23, 1919.....	29.25
Week of July 23, 1919.....	27.68	Week of July 30, 1919.....	22.51
Week of July 30, 1919.....	9.00	Balance July 30, 1919.....	198.06
	544.96		544.96
Sept. 25, 1918, No. 580.....	\$1.20	Jan. 8, 1919, No. 2781.....	1.00
Oct. 2, 1918, No. 625.....	4.40	Jan. 22, 1919, No. 1932.....	5.00
Oct. 2, 1918, No. 707.....	3.20	Jan. 22, 1919, No. 2027.....	.70
Oct. 9, 1918, No. 682.....	8.80	Feb. 5, 1919, No. 899.....	5.63
Oct. 16, 1918, No. 571.....	4.40	Feb. 5, 1919, No. 4957.....	23.50
Oct. 16, 1918, No. 1565.....	9.25	Feb. 12, 1919, No. 2818.....	.25
Oct. 30, 1918, No. 668.....	4.95	Feb. 12, 1919, No. 5290.....	.45
Oct. 30, 1918, No. 1077.....	8.80	Feb. 26, 1919, No. 2033.....	.70
Nov. 13, 1918, No. 738.....	1.80	Feb. 26, 1919, No. 5346.....	1.35
Nov. 20, 1918, No. 533.....	7.00	Mar. 12, 1919, No. 828.....	3.00
Nov. 20, 1918, No. 4988.....	.90	Mar. 19, 1919, No. 4630.....	16.00
Nov. 20, 1918, No. 4937.....	9.00	Apr. 2, 1919, No. 4983.....	15.53
Nov. 27, 1918, No. 5039.....	3.60	Apr. 16, 1919, No. 4022.....	.35
Nov. 27, 1918, No. 5064.....	2.03	Apr. 23, 1919, No. 5249.....	3.60
Dec. 4, 1918, No. 1466.....	.80	Apr. 23, 1919, No. 5276.....	.45
Dec. 11, 1918, No. 4901.....	1.58	May 14, 1919, No. 5441.....	3.60
Dec. 11, 1918, No. 5028.....	.90	July 2, 1919, No. 4350.....	2.25
Dec. 25, 1918, No. 5138.....	4.00	July 9, 1919, No. 4996.....	3.60
Dec. 25, 1918, No. 5206.....	1.80	July 23, 1919, No. 5054.....	9.90
Jan. 1, 1919, No. 506.....	.38	July 30, 1919, No. 5732.....	9.00
Jan. 1, 1919, No. 4909.....	1.00		
Jan. 8, 1919, No. 1513.....	11.81		198.06

Pay-list analysis for July, 1919.

Date.	Number.	Amount.	Debit.		Credit (disburse- ments— journal entries).
			Collectible bills.	Refunds.	
July 3, 1919	F 503-207	\$1,913.02	\$2,035.00		\$3,948.02
July 8, 1919	F 503-208	1,823.88			1,823.88
July 8, 1919	F 503-209	141.19			141.19
July 8, 1919	F 503-210	9,839.18			9,839.18
July 8, 1919	F 503-211	4,210.17	2,785.35		6,995.52
July 15, 1919	F 503-212	4,575.60	1,057.05	\$782.20	6,414.85
July 15, 1919	F 503-213	418.84			418.84
July 15, 1919	F 503-214	8,211.36			8,211.36
July 22, 1919	F 503-215	6,714.49			6,714.49
July 23, 1919	F 503-216	14,264.83	202.50		14,467.33
July 23, 1919	F 503-217	1,163.01			1,163.01
July 23, 1919	F 503-218	1,084.16			1,084.16
July 29, 1919	F 503-219	1,287.22	5,319.48	315.17	6,921.87
July 29, 1919	F 503-220	252.35			252.35
July 29, 1919	F 503-221	3,934.34			3,934.34
July 15, 1919	G 503-22	59,833.64	11,399.38	1,097.37	72,330.39
July 31, 1919	G 503-23	638.32			638.32
		600.66			600.66
			1,097.37		73,569.37
					12,496.75
Total net		61,072.62			61,072.62

Schedule of collection bills and refunds for July, 1919.

COLLECTION BILLS.

June 15, 1919 (Pennsylvania Cement Co.), bill No. 30..	\$2,056.25
June 28, 1919 (P. H. Kelley), No. 31.....	50.00
May 25, 1919 (Atlas Portland Cement Co.), bill No. 32..	2,031.00
May 25, 1919 (Vulcanite Cement Co.), bill No. 33....	4.00
July 3, 1919 (S. A. Shaheen), bill No. 34.....	350.20
July 3, 1919 (S. A. Shaheen), bill No. 35.....	378.90
May 22, 1919 (Berger Bros.), bill No. 36.....	20.00
July 11, 1919 (P. H. Kelley), bill No. 37.....	25.00
July 11, 1919 (Knickerbocker Lime Co.), bill No. 38...	956.05
June 30, 1919 (United States Gypsum Co.), bill No. 39.	6.00
July 22, 1919 (Roydhouse-Arey Co.), bill No. 42.....	202.50
July 30, 1919 (Pennsylvania Cement Co.), bill No. 75..	671.50
July 28, 1919 (Lawrence Portland Cement Co.), bill No. 76	4,647.78
Total.....	11,399.38

REFUNDS.

July 15, 1919 (C. B. Goodson), pay list No. 212.....	689.95
July 15, 1919 (David France Co.), pay list No. 212.....	50
July 15, 1919 (Ph. B. Wallace), pay list No. 212.....	17.32
July 15, 1919 (Platt-Yungman Co.), pay list No. 212...	74.43
July 29, 1919 (J. D. Johnson Co.), pay list No. 219.....	57.42
July 29, 1919 (North Philadelphia Brick Co.), pay list No. 219.....	257.75
Total.....	1,097.37
Grand total.....	12,496.75

WORKING METHODS.

As the corporation's activities enlarged, it became the function of the Fiscal Division to devise, design, and install systems of accounting to meet each new condition. While each specific procedure was standardized, there was variance in methods due to the diversity of the work.

Among the various forms of contracts entered into which demanded accounting systems were contractors', architects', engineers', and town planners' contracts, also loan contracts to transportation companies and municipalities.

Special accounting systems were required for the operating of commissaries, mess halls, canteens, dormitories, hotels, ferries, and the renting of houses.

The prime object being the prompt disposal of audited vouchers submitted for payment, it became imperative to assign the various classes of vouchers to different sections of the division. Therefore there were assigned auditors to make a complete check of voucher of a contractual nature, such as architect, engineer, etc.

As the form of architect's contracts provided that the corporation was to pay the actual labor costs for the preparation of plans and specifications, the sequence adopted in making an audit of a voucher submitted for payments was:

1. To refer to the authorized number and rates of draftsmen approved by the Chief of the Architectural Division.
2. To see that the pay roll submitted was not in excess in numbers or rates authorized.
3. To check hours, rates, and amounts extended and compare with the individual signed receipts submitted.
4. To see that each miscellaneous expenditure was an authorized purchase and that it was supported by the original receipted invoice.
5. To see that each voucher submitted was supported by an affidavit properly prepared, signed by the payee, worded to the effect that all payments were made in the interest of the corporation.

There was also furnished each auditor whose duties were confined to vouchers to be audited of a contractual nature, the following excerpts for his careful observation. They were purposely prepared in interrogatory forms to train his mind to follow a correct sequence of procedure:

Before payments of vouchers are approved, when contracts are the basis thereof, the following details must be complied with:

1. Contract forms:
 - (a) Are signatures and seals affixed?
 - (b) Are terms and conditions clearly stated?
 - (c) Is the bond approved and are internal-revenue stamps affixed, if required?
 - (d) Is the certificate of authority of corporate contractor's officers properly filled out and is the seal affixed?
 - (e) Is the contract in form approved by the Legal Division?
 - (f) Are the specifications which have bearing on the contract attached?
 - (g) Is the interlineation initialed?
 - (h) Does the contract include retroactive provision covering expenditures made prior to its execution?
2. Contract payments:
 - (a) Does the voucher as presented for payment comply with the obligation as per terms in clause (b) paragraph 1 above, namely, "Are terms and conditions clearly stated?"
 - (b) Do the terms of payment comply with the conditions as stated above?
 - (c) Does the manner or mode of payment comply with the terms outlined above and especially with the detail in paragraph (h)?
 - (d) Is the form of voucher correct?
 - (1) Are the dates for period covered by payment mentioned?
 - (2) Does the voucher clearly state service of labor performed and material furnished?
3. Are all the supporting data affixed to substantiate claim for payment?

(a) Are all original signed receipts attached? If not, sufficient explanation must be furnished, giving cause of omission.

NOTE.—Auditor must place on each of the supporting papers a rubber stamp noting "Audited by.....(name of auditor)."

4. Are all requisite signatures affixed to vouchers? The following signatures are necessary:

- (a) If architect's form, manager of Architectural Division.
- (b) If contractor's form, manager of Construction Division in addition to works superintendent and field auditor.
- (c) If town planner's form, manager of Town Planning Division.
- (d) If engineer's form, chief engineer.
- (e) If transportation form, manager of Transportation Division.
- (f) If real estate purchase, manager of Real Estate Division and president of corporation.
- (g) If insurance, fire, public, or employees' liability, insurance manager.

(h) If fidelity bonds for employees of corporation, treasurer.

(i) If other forms than the above, manager of division concerned.

5. Are project and contract numbers noted on the voucher?

NOTE.—If a voucher is incorrect in any of the above particulars, check the voucher completely as far as possible, clip a notation of incorrect items onto each voucher, and pass it to the chief project auditor, who will adjust the matter or return voucher to vendor with a letter pointing out the incorrect details. The chief project auditor will keep a carbon copy of such letter for record and follow-up purposes.

Auditors in charge of miscellaneous accounts, such as purchase orders for supplies and equipment, followed the same procedure as outlined in the field office routine, the instructions and forms being identical. When such materials as would come under this classification were required, the request would originate with a division chief and were followed by an approval of an officer of the corporation. Audited vouchers would then be delivered to the Treasurer for payment.

A personnel clerk was assigned to prepare the pay roll of the Washington office, whose first duty consisted in securing a copy of the official appointment of each employee before placing the name on the roll. With this authority on hand there was then recorded on the personnel ledger and card record the name and address, official title, and annual salary of the individual. With this information recorded, the clerk awaited a "report for duty card" from the chief of the division to whom the employee was assigned. Pay rolls were prepared semi-monthly according to divisions and required the signature of the respective chiefs, whereupon they were delivered to the auditor for complete check and forwarded to the treasurer for payment. After payment the treasurer prepared a schedule of disbursements and furnished a copy with duplicate voucher to the accounting section for entry.

Auditors were also assigned to check all expense vouchers of employees. Their guidance was a printed set of instructions which clearly set out such items and amounts as were authorized and what receipts were required. Each expense account had to be completely detailed for each expenditure and in the case of travel expense the itinerary had to be shown. In addition it had to be supported by an authority to

travel, showing locations and dates set for leaving and for returning to the official station. Each expense voucher submitted had to be sworn to before a notary public and be approved by the division chief. After all the above requirements were fully complied with, the audited vouchers were delivered to the treasurer for payment. These auditors were also in charge of the checking of telegraph and telephone bills, the sources of authority for checking which were the Government schedule rates for tolls and the telephone operator's checking sheets, which indicate whether personal or official calls, names of individuals talking, locations called, and time consumed. The copies of telegrams were compared with invoices rendered.

ACCOUNTING SECTION.

Duplicate copies of audited vouchers after payment by the treasurer were transmitted to the accounting section accompanied by a schedule of disbursements, on which were recorded in whose favor vouchers were drawn, check number, voucher number and amount. The schedule after having been verified as to totals and support was delivered to the head bookkeeper. For each schedule submitted, there was a corresponding voucher distribution sheet prepared. The totals of schedules were posted to the general ledger, debiting the various projects or other control accounts as indicated on the vouchers, the contra entry being a credit to "Vouchers payable," thus establishing a control.

Each voucher is then classified as to its character of expense, namely, contractual, personnel, or vendor, and voucher number and amounts are then posted to these subsidiary ledgers.

Vouchers are then segregated as to the class of service rendered and are posted to the analysis sheets, first in respect to the project account and then classified under their respective headings. Those most commonly used are architectural expense, engineer's expense, town planner's expense, salaries, travel and subsistence, insurance, contractor's fee, supplies and equipment, real estate, and miscellaneous.

At the close of each period (monthly) the sum of the schedules of disbursements was reconciled with the total disbursements as shown in the treasurer's cash-book and a journal entry was prepared debiting "Vouchers payable" and crediting "Cash."

ADMINISTRATIVE AUDIT.

A schedule of disbursements, accompanied by the original voucher after entry, was delivered to the auditing section for a complete administrative audit. This audit was similar to the field office routine. The purposes of the audit were prompted by following in a measure the governmental routine, such as performed by the Federal auditor, who works under the direction of the Comptroller of the Treasury.

This audit was also deemed advisable, due to the fact that field forces were continually working under a tension, because it provided another pair of eyes which might disclose payments erroneously made.

Although the instructions for the administrative audit are typical of the field instructions, the following additional suggestions to project auditors who were charged with the administrative audit are made to insure proper sequence, as explained previously relative to contractual form of audit:

1. To be thoroughly familiar with manual of instructions to the field auditors.
2. To familiarize himself with and study the different contracts, supplements thereto, and specifications.
3. To see that advantage is taken of all possible discounts.
4. To see that orders are made out correctly as to quantity, quality, price, whether f. o. b. shipping point or destination.
5. To see that all orders contain project symbol and are received in numerical sequence.
6. To ascertain cause for delay in payment of field order, paid vouchers for which have not been received.
7. Auditor in charge of assigned projects will prepare all letters regarding irregularities to the field auditor, reviewed by the chief project auditor, and signed by the general auditor. Retain carbon copy until claim has been satisfied and then deliver to file clerk to be placed in the project file.
8. Where irregularities involve overpayments or payments in error, debit memorandum in triplicate shall be issued, copy of which shall accompany letter, fully detailing its cause. One copy must accompany the "Schedule of disbursements" when being passed to the accounting section for entry, third copy being retained by the project auditor until adjustment has been made.
9. Payments for transportation shall in all cases be made prior to the payment of invoice. If not, ascertain cause for delay.
10. To see that files are complete with matters pertaining to said project.
11. To become familiar with the conditions peculiar to the project (and to this extent) he should cooperate with the project manager.
12. To see that field offices are supplied with all the necessary forms.

ROUTINE OF AUDITING FIELD PAYMENTS.

When "Schedules of disbursements" are received, vouchers paid and listed thereon should immediately be compared with payment list (H. B. No. 22) transmitted by the field auditor.

If all vouchers transmitted to the disbursing officer are not paid, communicate with said disbursing officer as to the cause.

Schedule of disbursements must be supported by:

1. Carbon copies of all checks corresponding to name of payee and amount of vouchers listed.
2. Cash slip (H. B. No. 30), after being verified with schedule of disbursements, must be immediately transmitted to head book-keeper.
3. No voucher should be approved without ascertaining authority for payment, among which are:
 - (a) Agreements, contracts, or supplements thereto.
 - (b) Insurance policies.
 - (c) Field or Army purchase orders.
4. All vouchers must be supported by invoice, on which must be impressed stamp indicating order number, invoice number, extensions and calculations correct, signatures of field auditor, contractor, and works superintendent.

5. Receiving ticket (H. B. No. 15), corresponding to all items, invoiced properly, signed by material clerk and field auditor.

6. If voucher is in favor of vendor complying fully with the above, refer to order on which must be recorded:

- (a) Date of receipt.
- (b) Invoice number.
- (c) Voucher number.
- (d) Before making the above notation compare quantity ordered; class of material invoiced, with materials purchased; unit price of items invoiced, with price noted on order; schedule of disbursements, number on which passed.
7. Vouchers in favor of contractor for reimbursement of pay rolls should be audited in the following sequence:
 - (a) Verify rates paid against schedule of contractor's contract.
 - (b) Check hours, extensions, and additions.
 - (c) Compare receipts with actual payments made.
 - (d) List the unclaimed wages.
 - (e) Verify reimbursement for receipts on previous pay rolls and enter on unclaimed pay-roll form.

A rubber stamp "Audited by (name of field auditor)" must be affixed to each paper supporting the original vouchers, which will certify that said papers are correct in every respect to the best of knowledge and belief of said auditor and in accordance with the terms of authority.

FREIGHT AND TRAFFIC.

All vouchers in payment of freight or express must be submitted as to rate and calculations to auditor on freight and traffic and recorded in the same manner as invoices, noting date receiving, car number, invoice number, and amount. If consignor's freight, notation must be made on order to indicate that freight must be deducted before payment for materials applying to said shipment are made. No war tax is to be paid on transportation of any material.

A statement of all demurrage charges should be transmitted to the manager of the Construction Division, indicating date of receipt, and date of release of cars, material contained therein, and the amount of accrued demurrage.

INSURANCE.

All vouchers in payment of employees or public liability policies should be checked against the insurance policies, pay rolls, also approved as to rate and form by the insurance manager.

COMMISSARY.

All vouchers in payment of commissary accounts must be approved by the auditor on commissary accounts. Detail of system as follows:

Method of accounting in Commissaries operated by contractors.

1. Initial equipment for commissaries will be ordered on United States Housing Corporation forms, bearing contractors' serial order numbers and marked "Commissary equipment." Invoices shall be certified, vouchered, approved, and paid in the regular manner. Thereafter purchase of supplies, maintenance and renewals of equipment, and commissary pay rolls need not be made out on United States Housing Corporation forms, thus eliminating duplications, certifications, and vouchering.

2. The contractor shall keep a separate set of books covering commissary operations, as follows:

- Daily record of commissary tickets or scrip sold.
- Daily record of commissary tickets, scrip and cash collected.
- Pay roll and time book.
- Distributing invoice journal.
- General journal and ledger.
- Storeroom receiving record.
- Storeroom issue record.

Distributions on invoice journal shall include market, miscellaneous supplies, fuel, ice, freight, express, and cartage. Gen-

eral ledger headings shall include the above and cash,.....; bank,.....; accounts.; accrued wages—profit and loss. Board sales are to be credited with total ticket sales and charged with unredeemed tickets until the close of operations, when they will be a credit to profit and loss.

3. Inventories of market and miscellaneous supplies will be taken at the close of each month, and all items of income and expense transferred to profit and loss account. Statements showing income, issues, and payroll are to be transmitted to Fiscal Division weekly as well as statement of operations at close of month.

4. Invoices or statements (other than for initial equipment) shall bear the approval of—

- (a) Commissary manager.
- (b) Contractor.
- (c) Works superintendent.
- (d) Field auditor.

The disbursing officer shall countersign checks drawn by the contractor in payment of invoices so approved, attach memorandum of payment to the invoice, and return to contractor for filing. All records of accounting shall be preserved by the contractor for the United States Housing Corporation's disposal in writing.

5. A separate bank account shall be carried in the contractor's name, designated "Commissary," in which shall be deposited all receipts from commissary operations and any initial money advanced by the contractor.

6. It is the duty of the field auditor to make a thorough check of tickets sold, collections made at commissary and deposit of same in commissary account, and a general audit of the books of account. It is expected that he, in conjunction with the works superintendent, will exercise careful supervision over commissary, as the United States Housing Corporation is responsible for any deficit that may result at close of operation.

PLANT ACCOUNT.

When payments are made for plant, machinery or parts, small tools, fuel, oil, waste, or other materials coming under the heading of contractor's plant equipment, as indicated in Article II of the contractor's contract, the project auditor should immediately communicate with the field auditor, advising him that payments made is a charge against the contractor's plant account, and should so be recorded in his construction records.

INSTRUCTIONS.

The manual of instructions previously referred to and the letter of transmittal are given in full below:

To field auditors:

There is transmitted herewith a copy of the "Manual of Instructions" for use in connection with all fixed-fee operations. Your strict adherence to these instructions will facilitate both office procedure and field operations.

Works representatives have no jurisdiction for allowances made to contractors other than the specific terms as stipulated in the contract. Should certain concessions be allowed the contractor that are contrary to the original agreement, supplemental orders will be issued, which shall be the only authority for passing such items for payment.

Yours truly,

L. R. LEWIS, *General Auditor.*

PREFACE.

The manual of "field instructions" is intended for use of both contractor and field auditor.

All records kept in the field office shall be made by the contractor under the direction of the field auditor, and upon termination of the contract all such records shall be preserved for the owner.

No entries shall be made unless they are approved by the field auditor and the works superintendent.

Where instructions are directed to timekeepers, time checkers, paymaster, or material clerks, they are to be interpreted as being procedure to be followed by the contractor's force.

Where certain prepared forms are noted as destined to "disbursing agent," it should be interpreted as following the usual procedure of passing through the field auditor. In no instance shall the contractor forward vouchers for payment direct to the disbursing agent.

L. R. LEWIS, *General Auditor.*

DEPARTMENT OF LABOR, UNITED STATES HOUSING CORPORATION, FIELD INSTRUCTIONS.

The works superintendent will be the representative owner and will have entire charge of the field office force, reporting directly to the construction manager.

For each project the construction manager will appoint a representative, whose duty will be to make a daily report to the construction manager, in addition to the works superintendent's daily report, but who will have no authority on the work.

The works superintendent's organization will be as follows:

To be selected by the United States Housing Corporation—Field auditor, assistant field auditors, and cost reports engineer.

To be appointed by the works superintendent—Inspectors, engineers, and field architects.

For each project there will be a disbursing agent, who will be an appointee of the corporation, reporting direct to the treasurer.

1. The field auditor should make himself thoroughly familiar with provisions of these instructions. He should bear in mind that the contractor and vendors must be reimbursed promptly for expenditures made by them and that every department of the organization must be running smoothly in order that this may be accomplished.

2. He shall acquire a clear understanding of the contracts, agreements, and subcontracts, and keep himself fully and promptly posted on all modifications of same, so that at all times he is in a position to see that the intent of each is fully carried out.

3. He should see that all contracts not drawn in the Washington office are submitted to the Washington office for approval.

4. He must bear in mind at all times that the Government requirements for auditing are far more rigid than those of commercial organizations.

5. He must also remember and impress upon every member of his staff that their discretionary powers are limited by the stipulations of the contract.

6. He must maintain an adequate check of men employed in the manner described therein.

7. He shall see that all necessary records for the establishment and the cost of the work are properly kept. His record is the official record and shall be kept in a satisfactory manner.

8. He shall have access to all the work in progress, and to all contractor's records relating thereto, as required for official purposes.

9. He must realize his work consists of maintaining continuous audit, kept up from minute to minute, rather than merely keeping a set of records; that each day all matters pertaining to the business of the preceding day must be duly approved and entered in the proper records; and that no arrears are allowed to accumulate.

10. He must keep all pay-roll records abreast to the work at all times.

11. He must see that the bills of the contractor and vendors are promptly and properly prepared and audited.

12. He shall see that his department is economically administered, having regard for the urgency of the work, and that due care is exercised in the handling of Government property entrusted to him.

13. He shall see that precautions are taken to secure proper records of all expenses incurred and shall take steps to prevent undue extravagance.

14. Questions arising in connection with the work should be settled by the field auditor or the works superintendent so far as possible. Other matters may be referred to this office, if necessary, for the attention of the Fiscal Division. This office will gladly welcome any suggestions for the improvement of the field office instructions and will give due consideration to the suggestions.

15. The field auditor shall make every effort to get a clear understanding of the various insurance policies covering the work, and keep a record of all accidents and see that full reports are made promptly to all parties interested.

EQUIPMENT FOR FIELD OFFICE.

One four-drawer vertical file for all approved invoices.
One four-drawer vertical letter file (letter size).
One four-drawer vertical order file (letter size).
One pilot case for car records (5 by 8 inches).
One safe with sufficient space for all official books, contracts, etc.
One adding machine.
One numbering machine.

DEPARTMENT OF LABOR.

UNITED STATES HOUSING CORPORATION.

All forms are to be numbered consecutively in the space provided, commencing with number 1, prefixed by contract number.

Employment card H. B. 1.—To be made up before placing employee on pay roll. Make one copy. (See instructions, pt. 1, par. 2.)

Employment slip H. B. 2.—To be made up and signed by authorized agent. Make one copy. (See instructions, pt. 1, par. 2.)

Change of rate slip H. B. 3.—Make one copy. (See instructions, pt. 1, par. 12.)

Discharge check H. B. 4.—Make one copy. (See instructions, pt. 1, par. 13.)

Pay rolls H. B. 5.—To be closed each Wednesday. Payable by contractor. Make four copies. Send three copies to disbursing agent with receipt and vouchers. Retain one copy for local files. (See instructions, pt. 1, pars. 5, 6, and 17.)

Timekeepers' daily distribution H. B. 6-6a.—To be made daily by time checker. Make one copy. (See instructions, pt. 1, pars. 8-18.)

Weekly labor distributions H. B. 7.—To be made at closing of pay roll. Make one copy. (See instructions, pt. 1, par. 18.)

Foreman's daily work report H. B. 8a.—To be made daily by each foreman and delivered to timekeeper at the close of the shift. Make one copy. (See instructions, pt. 1, par. 21.)

Daily employment report H. B. 9.—To be filled out daily by timekeeper and delivered to works superintendent. Make one copy. (See instructions, pt. 1, par. 22.)

Pay envelopes H. B. 10.—To be filled out by timekeeper at the close of pay rolls for all amounts shown in balance-due column. Make one copy. (See instructions, pt. 1, par. 23.)

Daily force report H. B. 11.—These forms are to be filled out daily by timekeeper and cost engineer. Make three copies. Send one to construction manager. Send one to contractor. Retain one for local files. (See instructions, pt. 1, par. 26.)

Bill of material H. B. 12.—These forms are to be filled out by contractor or works superintendent. Make two copies. Send both copies to works superintendent, who shall forward one copy to construction manager and one to local files. (See instructions, pt. 2, par. 1.)

Quotation form H. B. 13.—These will be forwarded to vendors for competitive bidding. Retain one copy for local files. (See instructions, pt. 2, par. 2.)

Orders H. B. 14.—These to be made out in quintuplicate. Send first to vendor, second to works superintendent, third to contractor, fourth to Fiscal Division, and fifth to construction manager. (See instructions, pt. 2, par. 3.)

Receiving ticket H. B. 15-15a.—These to be used for receipt of all material. Make in quadruplicate, attaching one to each copy of invoice. (See instructions, pt. 2, par. 5.)

Car record H. B. 16.—These to be used to record all carload lots in transit. Make one copy for local files. (See instructions, pt. 2, par. 6.)

Invoice tracer H. B. 17.—These to be used to record all invoices upon their receipt in local office. Make one copy for local files. (See instructions, pt. 3, par. 1 (5 to 9).)

Debit memorandums H. B. 18.—These to be used to correct errors of vendor's invoices; also freight and express deductions. Make five copies. Send one to vendor and attach one copy to each invoice. (See instructions, pt. 3, par. 1 (11).)

Credit memorandum H. B. 19.—These to be used same as invoices for deductions made in error. Make five copies. Send one to vendor and attach one copy to each invoice. (See instructions, pt. 3, par. 1 (13).)

Expense register H. B. 20.—Record on these forms all approved indebtedness before sending voucher to disbursing agent. (See instructions, pt. 3, par. 2, 2a.)

Public voucher H. B. 21.—These to be used to voucher all forms of indebtedness. Make up in triplicate and forward all three copies to disbursing agent. (See instructions, pt. 3, par. 1, 2.)

Payment list H. B. 22.—These to be used to list all vouchers forwarded disbursing agent for payment. Make three copies. Send one to disbursing agent. Send one to fiscal supervisor. Retain one for local files. (See instructions, pt. 3, par. 2, 3.)

Construction record H. B. 23.—Record on these forms distribution of all charges appearing in expense register. (See instructions, pt. 3, par. 3 (3 to 12).)

Suspense account H. B. 24.—Record on these forms such subdivisions of accounts as instructed. (See instructions, pt. 3, par. 3 (10) (11).)

Journal voucher H. B. 25.—These forms to be used for transferring charges in construction record made in error, or transferring items from suspense to specific items. (See instructions, pt. 3, par. 3 (12).)

Public voucher (travel) Gen. 32.—These forms used for all traveling expenses incurred. Make up in quadruplicate and handle; same procedure as invoices. (See instructions, pt. 3, par. 3 (15).)

Railroad manifest H. B. 27.—These forms to be used for detail of freight or other expense deductions, copies of which are to be furnished all vendors when paid expense bills are not available. (See instructions, pt. 3, par. 1 (13).)

Stationery requisitions H. B. 37.—These to be used for stationery forms handled by corporation. Make two copies detailing number required and form number; to be signed by field auditor or works superintendent. Retain duplicate copy for local files.

Shipping ticket H. B. 38.

PART 1. INSTRUCTIONS TO TIMEKEEPER AND PAYMASTER.

1. Every employee of the contractor authorized to draw pay in connection with contract shall appear on the regular weekly pay roll.

2. Before placing the name of an employee of the contractor on the pay roll the timekeeper must have employment cards (Form H. B. 1) properly filled out, accompanied by employment slip (Form H. B. 2) countersigned by an authorized representative of the United States Housing Corporation.

3. *Authority to place names on pay roll.*—All names placed on the pay roll must be correctly spelled as they appear on Form H. B. 1.

4. All names placed on the pay rolls must be assigned an employment number. These numbers will be in the form of a celluloid identification check which will be handed employee when he starts work. He will also be given a time-clock card of a corresponding number.

5. *Pay-roll arrangement.*—Pay roll must be arranged so groups of similar occupation remain in an assigned series, for example:

- 1 to 100. General superintendent, superintendents, general foremen, master mechanic, all office employees, including civil engineers, chief of parties, rodman, chainman, etc., also all foremen and watchmen.
- 101 to 200. Hoist and locomotive engineers, firemen, oilers, pipe fitters, and men in allied trades.
- 201 to 300. Carpenters.
- 301 to 400. Carpenter helpers.
- 401 to 500. Concrete laborers.
- 501 to 600. Common laborers.

This is only a general form, as the series will be expanded or contracted consistent with the maximum forces to be employed. Assignment of series should be taken up with the works superintendent, who will be conversant with the probable maximum forces.

6. *How time will be credited.*—Each and every man whose name appears on the pay roll shall be assigned a time card, from which the recorded time will be placed on the pay roll to his credit. It will be the duty of each said employee to ring in upon his arrival on the job, and to ring out when he quits work. No time will be credited any employee other than that indicated on his time card. Should the duty of any employee warrant his performance of duty in a location other than on the job, his time card must be approved by the works superintendent before time is credited him on the pay roll.

7. *How to correct errors and omissions on pay.*—In the event of errors due to omissions from pay roll, shortage in time, or wrong rates, supplemental pay rolls are to be made up on separate pay-roll sheets and attached to subsequent pay rolls, showing full detail of error. For example: A laborer paid at the rate of 35 cents per hour whose correct rate was 37½ cents must be shown for the time due him at 2½ cents per hour.

8. *Duties of time checkers.*—Immediately after the beginning of a shift the time checkers will list all numbers of employees, checking in on labor distribution Form H. B. 6, 6a, and will proceed to locate these men at work in the various locations of the job. Should he for any reason be unable to find a man who checked in, it is his duty to call upon the foreman as to his location. If the foreman is unable to advise his whereabouts, no time is to be credited him. Checker will make four checks a day—two in the forenoon and two in the afternoon. (For other duties of checkers see par. 18.) Time checker's reports to be approved by the field auditor daily.

9. *How time shall be entered on pay roll.*—On the morning succeeding the previous day's work, the timekeeper will take from the time-clock rack all cards, noting the hours' credit in space provided (in either ink or indelible pencil) and enter like amount on the pay roll to employee's credit.

10. *Closing of pay roll.*—All pay rolls will close weekly, on Wednesday, to include the time of the day shift. The total time shown on pay roll shall be exactly as recorded on time-clock card.

11. *Receipts for pay.*—Attached to time-clock card will be found a perforated stub to be used for receipts of all pay-roll expenditures; no other receipt will be acceptable.

Overtime.—Overtime will only be recorded to the credit of employee when performance of work was authorized. Steps should be taken to keep close check on employees checking in after regular starting time.

12. *Change of rate.*—The rate of pay of no employee will be changed from that shown on his employment slip until he has secured a change of rate slip (Form H. B. 3) signed by authorized representative of contractor and approved by the works superintendent. Should the change of rate occur within a pay roll, time must be shown separately on the pay roll for each rate. When change of rates also changes the occupation, the employee's number must be changed on the succeeding pay roll and be placed among the series assigned to said occupations.

13. *Discharges.*—No advances of pay will be shown on the pay roll. For protection of contractor allowance made during a pay

roll can be secured by memorandum to paymaster to withhold his envelope.

No moneys will be paid an employee other than on the regular pay day unless he has been discharged, evidence of which will be produced by having secured discharge slip (Form H. B. 4).

14. *Sequence of duties for discharged employees.*—Upon the presentation of discharge slips properly filled out and signed by contractor's representative authorized to do so, said employee will go to time-clock shed, ring out, and bring his card to timekeeper. Timekeeper will record time due as indicated on the card, enter on pay roll, and extend time in column provided (paid in advance column). No amount is shown in balance due column. The timekeeper will then enter on the stub attached to time card hours, rate, and amount as recorded on the pay roll. The timekeeper will then take up his employment badge, giving him instructions to have his pay slip (stub detached from time card) O. K'd by tool clerk as an indication that all tools borrowed have been returned. He will then have his slip O. K'd by the field auditor. Discharged employee will then present pay slip to paymaster for payment.

15. *Penalty for loss of identification button.*—Loss of identification buttons should be immediately reported to timekeeper, who will give employee a temporary identification until the close of a pay roll. He will also fine the employee \$1 for the loss of same, deduction for which will be made in cash from his pay envelop. This cash will be set aside and returned to employee upon surrender of lost button.

16. *Care of identification buttons.*—The contractor will be held liable for all buttons intrusted to his care, and upon final reconciliation he will return all buttons loaned him plus all moneys deducted during the life of the contract for lost buttons.

17. *Pay rolls.*—Pay rolls will close with the day shift each Wednesday, and be typewritten in quadruplicate on Form H. B. 5.

The original, duplicate, and triplicate will be sent the disbursing agent and the fourth copy retained for the works superintendent's files.

The totals for each sheet will be made independently and recapitulated on a summary sheet (use pay-roll form for this summary). (For detail see sample attached.)

18. *Time checker's duties.*—The time checker, on making his round, in addition to making a check on the men must also keep a distribution of the labor cost of all men whom he checks, in accordance with classification of accounts (timekeeper's daily report Form H. B. 6, 6a). After making his fourth check he will extend the amounts of money chargeable to each account.

He will then check this result with the foreman's daily report (Form 8a), which will have been audited by the cost engineer. After both these reports have been brought to agreement, he will return the foreman's daily report to the cost engineer for his files and deliver Form H. B. 6a to timekeeper, who will post totals of each account on weekly labor distribution (Form H. B. 7). The total labor distribution must be accurate within 2 per cent of the gross pay roll.

19. *Pay slips.*—At the close of the pay roll the stubs of all time cards (pay slips) are filled in with hours, rate, and amount to agree exactly with moneys shown in the balance-due column of the pay rolls, detached, and handed the respective owners. These slips will be signed and surrendered to the paymaster on pay day as a receipt for his pay. In the event of an employee being unable to sign his name, before presenting his slip for payment it will be necessary for him to mark (x) his cross and have it witnessed by his foreman.

20. *Paymaster.*—Before paying out any money on the regular pay day (Saturday) the paymaster will secure from the timekeeper a list of the employees to whom wages are due and have no time to their credit from the close of the pay roll to the time of paying off. From these men the paymaster will take up identification buttons before surrendering pay envelopes. He will also secure from the tool clerk a list of such employees against whom tools are charged and not returned, which were taken out up to the previous day.

No pay is to be given these men until they have secured a release from the tool clerk or are willing to pay actual cost of loss. Paying off of all men to be under the direction of field auditor.

21. *Foreman's daily work report.*—It will be the duty of each foreman in charge of a gang to make out daily a report of his production on Form H. B. 8a. This report is not to conflict with timekeeper's report or actual distribution of labor, but simply to be a possible check of errors in time or wrong labor distribution by time checker, and should be delivered to the cost engineer.

22. *Daily employment report.*—These forms (H. B. 9) are to be filled out daily by the timekeeper for information to the works superintendent.

23. *Pay envelopes.*—These forms (H. B. 10) are the standard form of pay envelopes used on pay day.

24. *Accidents.*—It shall be the duty of the timekeeper to make up reports of all accidents no matter how trivial. He will notify all foremen to report same to him with sufficient data to fill out forms furnished complete in every respect. In the event of fatal accidents, telegraph advice should be at once transmitted to the insurance company, followed by regular form. Copies of all accident reports to be mailed to fiscal supervisor.

25. *Employees' and public liability.*—At the close of each pay roll the timekeeper will tabulate the different classifications of labor in accordance with terms of policy in order to determine the premium earned on the respective rates.

26. *Daily force.*—These forms (H. B. 11) to be made by the timekeeper in triplicate, the original to be mailed to the construction manager, duplicate for contractor, and triplicate for works superintendent's file. All items relative to force, account numbers, classification, and amounts chargeable to the various accounts are to be filled in by the timekeeper, the lower section as to receipt of material, production, and progress to be filled in by cost engineer.

27. *Filing.*—At the close of a pay roll all time cards must be neatly tied, marked the period it covers, and filed. The foreman's daily reports and time checker's daily reports are to be clipped together for the same day's check and filed in order of date.

28. *Unclaimed pay.*—All envelopes called for other than on the regular pay day must bear the approval of the field auditor.

29. *Rubber stamps.*—No rubber-stamp signatures will be accepted on any form.

30. *Monthly rates.*—Employees hired at monthly rates will appear as all others on the regular weekly pay roll. Figuring pay for these men will be to multiply their monthly pay by 12 (month); divide by 52 (week). For example, a man employed at \$150 monthly would get \$1,800 per annum, or \$34.62 weekly.

PART 2. SEQUENCE OF MATERIAL PURCHASES AND RECEIPTS.

1. *Bills of material.*—This form (H. B. 12) is used by the field office for the tabulation of quantities of material necessary for the completion of the contract, source of which information is to be had from approved plans and specifications. Two copies of this form to be furnished works superintendent, one of which should be forwarded to the construction manager and the other to local file. All forms issued to be numbered in consecutive order, starting with 1, prefixed by designated contract numbers, which should also be prefixed by letter "F." Always note drawing and detail numbers on these forms.

2. *Quotation forms.*—The contractor will secure bids for all items detailed on B/M (Form H. B. 12), using quotation (Form H. B. 13), and present same to works superintendent for his review. The works superintendent will select best bid and authorize contractor to place order. The construction manager will decide from time to time to obtain bids on certain classes of material. In such cases he will furnish the works superintendent with bids also. The best will be selected and contractor instructed to place order accordingly.

3. *Orders, procedure for placing.*—The contractor, upon receipt of authority to incur an obligation on behalf of the Department of Labor, United States Housing Corporation, will issue the

standard order (Form H. B. 14) in quintuplicate copies, original to vendor, duplicate to works superintendent, triplicate to contractor, quadruplicate to Fiscal Division, quintuplicate to construction manager, and will insert therein the following details:

(1) Origin (which will give the bill of material reference number) or letter of authority.

(2) Purpose for which material is purchased and account to which it is chargeable. (See account classification.)

(3) Detail explicitly the material ordered, showing quality, size, and quantity.

(4) When a number of items are contained on one order, give vendor instructions as to sequence of shipment.

(5) Note means of transportation and routing.

(6) Price per unit or lump sum, and whether purchased f. o. b. mill or destination.

(7) Terms of contract.

(8) At the foot of all orders must be shown an approximate financial liability.

(9) Particular care should be exercised to mark all orders telephoned or telegraphed "confirmation" to prevent possible duplication.

(10) In all orders there must be written the following paragraphs: "This order is placed for the account of and for responsibility of the United States Housing Corporation.

"Invoices to be rendered in quadruplicate to the account of the United States Housing Corporation and forwarded to..... address (this address to be the local address of the works superintendent).

"All copies of invoices must bear the following certification:

"I certify that the above bill is correct and just and that payment therefor has not been received."

"If a corporation, this certification must be signed by an officer."

(11) All copies of orders will be signed by the contractor's representative and countersigned by the works superintendent.

(12) There must be an order issued for every obligation other than labor.

(13) In issuing orders for every obligation other than labor, it will be readily seen that in a good many cases it will not be necessary to send the original to the vendor or payee; in such cases it may be destroyed, the copies merely becoming memos for the several files.

(14) Orders will be numbered consecutively, commencing with No. 1, prefixed by the contract number. The contract number should also be preceded by the letter "F." (No orders for material or service covered by a contract.)

(15) Copies of orders must be distributed and mailed daily.

4. *Filing of orders.*—The works superintendent's copy of orders will be placed in a manila folder (letter size). Order will be filed in three stages: (1) Incomplete, (2) complete and unpaid, (3) complete and paid. File (1) will be numerically kept and files (2) and (3) alphabetically. All quotations, letters, advice of shipment, bills of lading, or any data relative to a certain order are to be filed in the folder with the order.

H. B. 14.

Original.

UNITED STATES DEPARTMENT OF LABOR,

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION,

UNITED STATES HOUSING CORPORATION.

AMERICAN CONSTRUCTION CO., CONTRACTORS. ORDER NO. F-544-1.

AUGUST 10, 1918.

To A. B. C. LUMBER CO., Nashville, Tenn.

Please furnish American Construction Co. with the articles named below.

Ship to Washington, D. C.

Origin: Bill of material No. 27, item V, dated May 9, 1918. Approved May 10, 1918. Blue print No. 1-151. Confirming order telephoned your Mr. Brown this a. m.

Purpose: Rough framing, groups 1-H and 2-H, account 14.1.

Material:

- (1) 2,000 pieces, 2" x 4", 12' to 16', rough, S.L.Y.P., at \$30 M.
- (2) 1,500 pieces, 2" x 6", 18', rough, S.L.Y.P., at \$34 M.
- (3) 4,000 pieces, 2" x 12", 16', S1S2E, S.L.Y.P., at \$42 M.
- (4) 1,200 pieces, 4" x 4", 12' to 20', S4S, L.L.Y.P., at \$36 M.

Sequence of shipment: Shipment to begin within one week of receipt of order and be completed within three weeks. First three cars shipped to contain 2" x 12".

Delivery: F. o. b. cars Washington, D. C.

Route: Pennsylvania R. R.

Terms: 1 per cent 10 days, 30 days net.

This order is placed for the account of and for the responsibility of the United States Housing Corporation.

Invoices to be rendered in quadruplicate to the account of the United States Housing Corporation and forwarded to box 3, Washington, D. C.

Certification: All copies of invoices must bear the following certification:

"I certify that the above is correct and just and that payment therefor has not been received." (If a corporation, this certification must be signed by an officer.)

AMERICAN CONSTRUCTION CO.,

General Superintendent.

Approved.

U. S. HOUSING CORPORATION,

Works Superintendent.

(Approximate financial responsibility, \$6,000.)

Checking sheet.

Date received.	Car number and initial.	R. T. number.	Freight.		Material.		2,000 pieces, 2 by 6, 12 feet.		1,500 pieces, 2 by 6, 18 feet.		4,000 pieces, 2 by 6, 16 feet.		1,200 pieces, 4 by 4, 20 feet.	
			Invoice number.	Amount.	Invoice number.	Amount.								
Aug. 20	Penn., 134632	72	17	\$156.40	21	\$512.14	150	200	200	65/20	30/12			
24	I. C., 24624	93	20	170.05	26	541.84	200	150	400	60/20	80/12			
27	C. B. & Q., 46748	94	23	190.00	29	501.00	210	100	420	55/20	80/12			
30	N. Y. N. H. & H., 674682	101	28	180.90	34	582.18	190	150	380	65/20	75/12			
Sept. 1	Penn., 126784	173	30	202.45	37	649.29	200	260	400	40/20	55/12			
3	C. E. L., 67486	190	38	215.65	44	744.16	200	190	400	45/20	90/12			
5	B. & O., 48763	285	61	165.00	85	521.28	200	120	400	65/20	65/12			
7	Wab., 83261	379	67	220.10	91	727.20	260	130	520	65/20	40/12			
8	B. & M., 76432	474	81	161.30	102	545.91	190	100	380	70/20	35/12			
8	Penn., 127683	475	90	184.00	104	584.20	200	100	400	70/20	50/12			
	Total			1,845.65			2,000	1,500		600/20	600/12			

5. **Receipt of material.**—The contractor will be responsible for the receipt of all material delivered to the job. The material checker, upon the arrival of materials of whatever nature at the job, will make out receiving ticket (Form H. B. 15) in quadruplicate immediately upon its delivery and to include the following information:

- (1) Number of tickets to start from 1, prefixed by the contract number and letter "F."
- (2) Date of receipt.
- (3) Name of shipper and vendor.
- (4) Order number to which it applies.
- (5) If shipment is by car, the car number; if by express or messenger, notation to that effect.
- (6) Note the number of items as barrels, boxes, bales, crates, packages, or parcels.
- (7) Contents must be definitely recorded showing, for example, if lumber, 12 pieces, 10 by 12 inches, 20 feet, S4S., L. L. Y. P.; if wrought-iron pipe, 1,500 feet (75 pieces), 1½-foot black wrought-iron pipe, coupled. If cast-iron pipe, 70 12-foot lengths, 4-inch cast-iron B. & S. pipe; weight, 28,000 pounds. In other words, material must be checked by the common units as it is ordered and

invoiced. Material tickets will be signed by the material man, approved by the contractor's representative, and signed by the field auditor. No rubber-stamp signatures will be accepted on any form. The approvals must be done daily, so that if there are any differences a recheck can be made before the materials enter into the permanent work. Receiving tickets will be used by the field auditor to check invoices as to the receipt of materials. Receiving tickets when signed will be filed with the order to which it applies, awaiting the receipt of the invoice.

(8) Issue one set of receiving tickets for each consignment.

6. **Car record.**—This form (H. B. 16) to be used as a general index of all carload lots of material in transit and to be filed in numerical order in the following manner: Car C., B. & Q., 117602, will be filed under 02; car P. M., 113, will be filed under 13. In other words, all cards are filed, recognizing only the last two numbers.

This record is valueless unless records of all cars in transit are entered, whether received from bill of lading, telegrams, letters, invoices, or any other possible source.

PART 3. ACCOUNTING.

1. **Invoices.**—(1) Immediately upon receipt of an invoice, determine whether it is chargeable to your contracts.

(2) Have you received the required number of copies and do all bear the certification necessary as fully described in order? If not, return to vendor promptly, requesting him to comply with instructions on orders, inclosing self-addressed envelope for dispatch service.

(3) Are the calculations and extensions correct? If so, make impressions on all copies with rubber stamp provided, initialing same.

Order No. ———	Price correct.	Calculations and extensions correct.
Invoice No. —		
Material received, _____ 191—		
Approved for payment, _____		Material Clerk.
Certified correct, _____		Contractor.
Approved for payment, _____		Field Auditor.
Distribution account No. ———		Works Superintendent.

(4) Do the prices, quantity, and quality billed check with those ordered? If not, investigate and consult with works superintendent for cause of substitution.

Supplemental orders.—When substitution is made of materials purchased, whether in quantity, quality, or price, other than originally confirmed, a supplemental order must be written, authorizing the vendor for such substitution. This order may be in the form of a letter or on the regular order form provided. It must then be considered as part of the original order and sufficient copies made to supply all parties to whom copies of orders were originally sent.

(5) **Invoice tracer.**—If all of the above are correctly complied with, record, date, and amount of invoice on invoice tracer (Form H. B. 17), charging same to storekeeper or material clerk or designated appointee to pass invoices.

(6) If carload shipment, record data on Form H. B. 16.

(7) To determine whether material has been received, refer to manila folder containing order, where should be found receiving tickets; attach one copy of each receiving ticket to each copy of invoice, if material received agrees with that of invoice. Then note on order—date of receipt of material, receiving ticket number, amount of invoice, and leave space for invoice number, when returned to material clerk for final entry. No orders should be considered completed until the invoice numbers are noted to cover all items purchased.

(8) Material clerk will then secure contractor's superintendent's approval and return to bookkeeper to assign invoice number.

(9) *Auditor's check*.—Bookkeeper will credit material clerk on invoice tracer and charge auditor, who shall check all items to determine that contract has been complied with in all respects. He will then secure the approval of the works superintendent and return to bookkeeper approved for entry on the expense register.

(10) The bookkeeper will credit auditor with the return of invoice; enter on the expense register, giving it an invoice number and deliver again to material clerk, who will enter invoice number, date, and amount on the order, noting the symbol, items covered in this payment. If this operation completes an order, it should be placed in file (3). (See instructions pt. 2, par. 4.)

(11) *Debit memorandum*.—Distribution account to which material is chargeable will be affixed by the material clerk in space provided on invoice stamp. This form (H. B. 18) is used to charge vendors for items of freight or express which are shipped "collect" and are purchased f. o. b. job. Also for shortage, in check or breakage due to carelessness of shipper.

(12) No invoice for material should be vouchered for payment when terms of order provide for material delivered on site free of transportation charges unless you have secured a prepaid expense receipt or have copy of freight expense bill in order to make deduction.

(13) *Freight deductions*.—Freight deductions must be made on invoice to which it applies, making out debit memorandum for same, also securing certified copy of freight bill in order for shipper to make claim against carrier if charges should be excessive. Use Form H. B. 27 properly prepared to substantiate claim, when copy of railroad bill is not available.

(14) *Credit memorandums*.—These forms (H. B. 19) are used to credit vendors for deduction made in error and will be handled in the same manner as invoices.

2. *Expense register*.—(1) Entries on this form (H. B. 20) will be the original source of entry for all invoices, pay rolls (the amount to be less unclaimed pay), debit memorandums, and credit memorandums. In no event shall a voucher be forwarded to the disbursing agent for payment unless all invoices attached thereto shall have been properly recorded on the expense register.

Consignor's freight.—(a) Each freight or express bill shall be given an invoice number and handled in the same manner as material, notation of payments for which will be recorded on the order to which it applies and be charged to consignor's freight account in the suspense section of the construction record, providing it is a transportation charge, collectible from a vendor. This will be determined when amount is recorded on the order, at which time the clerk approving the expense bill will observe whether the material has been purchased f. o. b. destination.

(b) In the event of the material purchased f. o. b. shipping point charges will be made to the same account as the material purchased.

(c) When invoices are approved for payment where transportation charges are deductible the net amount is entered in expense register, the gross amount of the invoice is charged to the specific account and the amount of transportation expense deducted is credited to consignor's freight account, thus the net debit taken to account will equal the net amount of the invoice recorded in the expense register.

(d) It will be seen from the above that when all freight or transportation expense charged to consignor's freight account have been deducted from payments made vendors that "consignor's freight" account will then be cleared.

(2) Entries on this register will be made as follows: Under column headed date, place date of invoice; under name, enter the name of the payee; under invoice number, start with No. 1 and extend amount of invoice in the next column, unless it is a transportation expense, chargeable to consignor's freight, in which case enter in column two. In cases where consignor's freight has been deducted

from gross amount of invoice, enter gross amount of invoice in column one and the amount of consignor's freight deducted (in red ink) in column 2. (The additional columns provided are to be used only in the event of more than one contract carried on the same set of books.)

(3) This register is to be totaled at the close of each second weekly pay roll. Then add the totals for the previous periods, establishing a grand total of cost to date.

(4) *Payment list number*.—In the last column on this register headed "Payment List No." shall be recorded the number of the list on which the vouchers, in triplicate, are transmitted to the disbursing agent. The total aggregate of invoices taken to account for a given period must agree with the sum of the payment lists rendered the disbursing agent for the same period.

3. *Vouchering of invoices*.—(1) When invoices are finally approved for payment, quadruplicate copy of the invoice will be filed in the local office for the use of the contractor and the works superintendent. The field auditor will do all vouchering, on Form H. B. 21. All vouchers shall be made in triplicate form and must be done as often as possible so that there will be no delay in making payments. There must be attached to each copy of the voucher complete supporting data, namely, pay roll or invoices and receiving tickets. All three copies of vouchers shall bear the approval of the works superintendent.

(2) The three copies of the voucher, after approval, will be sent to the disbursing agent for payment and listed on payment list (Form H. B. 22). These lists are to be made in triplicate, local office to retain the third copy, for use of works superintendent and contractor, original to be forwarded to disbursing agent supported by the vouchers in triplicate, the duplicate to be forwarded to the Fiscal Division. The copy retained by the field office is to be used as a voucher record.

(3) *Construction record book*.—The object of the construction record book kept on Form H. B. 23 is to provide the corporation works superintendent and contractor with cost data to determine whether the work is being performed economically. To determine that fact, it will be necessary to make comparisons of actual cost versus estimated costs. It is therefore important that the field auditor familiarize himself with the official estimate on file in his office in order that items of material and labor are charged to the same account number as they were estimated. It will therefore be necessary to open an account for each general group shown on the estimate and record in space provided the estimated cost for labor and material.

(4) *What to enter*.—Every entry that is recorded in the expense register must be charged or credited, as the case may be, to some account in the construction record, so the sum of the charges to the various accounts will balance with the totals taken to account in the expense register, likewise the grand totals of the expense register will total with the grand totals of the construction-record book.

(5) *Posting of charges*.—All entries made to the construction-record book will be from the quadruplicate copy of invoices and the actual pay roll paid the contractor (not his gross pay roll). Labor distribution covering the pay roll will be made from the timekeeper's summary prepared from Form H. B. 6, 6a. Posting of labor items to this book must be made in green or colored ink other than red, so labor items will be conspicuous.

(6) *Items not included in official estimate*.—Should it so happen that work is performed which is not included in the official estimate, new subaccounts may be opened only with the approval of the works superintendent and local cost engineer, as charges made to new accounts already included in the official estimate would give false cost data.

(7) *Extra work*.—Items opened under this heading must likewise bear the approval of the works superintendent and local cost engineer and carried under the general heading of its class in a subaccount.

(8) *General heading and subaccount*.—It will be seen from the "Classification of accounts" that items of a common class are grouped; this is what is known as a general heading. Subaccounts

are divisions of the general group distinguished by decimals. For example:

- 10, known as carpentry.
- 10.1, known as rough carpentry.
- 10.2, known as exterior finish.
- 10.3, known as interior finish.

Should additional carpentry work be performed other than estimated, use the next decimal account which is in this case 4.

(9) *Detail for entry.*—In the first column insert date of invoice. In second column insert briefly the material, such as 2-inch wrought-iron pipe. In third column insert number of invoice. In fourth column insert number of feet of pipe. In column "Total to date" leave blank until book is ruled off for the period. In sixth column insert portion or total of invoice chargeable to the general account. Then post to the various subaccounts items chargeable, so the aggregate equals the amount entered in the column for the period.

(10) *Suspense account.*—This form (H. B. 24) is used in conjunction with the construction record sheets and will be kept in the same binder.

(11) Items taken to account on this form will be consignor's freight; general overhead, which will include all groups of the account classification from — to —, inclusive; also, suspense material items which can not be correctly distributed when the invoice is taken to account, such as, sand, stone, cement, brick, lumber, etc., a separate sheet being used for each class of material. Detail of this material must also be kept in inventory form so when journal vouchers are issued transferring them to specific accounts actual cost unit may be had. See sample form attached.

(12) *Journal vouchers.*—This Form H. B. 25 will only be used to transfer charges from one account to another which were entered in error or bore wrong distribution-account number. Also for the transfer of materials in suspense to specific accounts. This form can only be used when approved by the field auditor and works superintendent.

(13) *Reimbursement of pay rolls to contractor.*—When pay roll is checked and audited as outlined in the instructions to timekeepers, the contractor will list all unclaimed envelopes and submit same, with all pay receipts, to the field auditor, accompanied by labor distribution to balance with the gross pay roll less the unclaimed pay. This will be done not later than the forenoon of each Monday. When the field auditor has checked all receipts against the pay roll, carefully noting that each assigned—or when payee is unable to sign, his cross or identification mark is affixed, and his name written on the receipt and witnessed—he will enter the net pay roll on the expense register, that is the gross amount less the unclaimed pay, give it the next consecutive number (invoice), and voucher for payment in the same manner as invoices from vendors, and forward same promptly to disbursing agent so contractor will receive check on each Tuesday.

Unclaimed wages.

Project							
Withheld on—					Paid on—		
Pay roll.	No.	Class.	Name.	Amount.	Pay roll.	Amount.	Remarks.
.....
.....
.....

(14) *Unclaimed pay.*—List of all unclaimed pay must accompany each copy of vouchers. When employees call for back pay due, the field auditor will check with previous lists and approve if correct. On each Monday the contractor will present to the field auditor all pay receipts made during the previous week. The sum of these receipts will be added to the net pay roll for the current week. Thus the contractor will have been reimbursed for all ac-

tual pay roll expenditures. Lists of all unclaimed pay must be kept in such form so that upon completion of the contract the difference between the gross pay rolls and payments made the contractor will be equal to the net unclaimed pay. (See sample attached for contractor's form for billing.)

(15) *Traveling expenses.*—All expenditures made under this heading must be filled out on Form Gen. 32.

(16a) *Filing—Correspondence.*—Three separate files will be maintained by the field office: (1) Letters to and from the corporation under subjects, (2) letters to and from the contractor under subjects, (3) letters to and from outside parties in alphabetically arranged order.

(16b) *Filing—Invoices.*—Invoices are to be filed in numerical order bound together for each closed period.

(16c) *Filing—Pay rolls.*—Pay rolls will be filed separately from invoices.

(16d) *Filing—Orders.*—(See pt. 2, par. 4.)

(17) *Filing—Employment slips and employee's history cards.*—History cards should be filed numerically and the employment cards filed alphabetically. By doing this employees can readily be located either by name or number. Any change in numbers, rates, etc., should be carefully noted on cards, so as to keep same up to date.

INSTRUCTIONS TO TRAVELING AUDITORS.

1. To see that the field auditor and his staff have at least temporary shelter for the reporting of time and material prior to the actual breaking of ground.

2. To see that a copy of the contract, subcontract, agreement, official estimate, insurance, both public and employees' liability, are in the hands of the field auditor in order that he may be authoritatively informed of all items of payment which he is asked to approve. To see that insurance policies are taken out for the purchase of all automobiles owned by the corporation.

3. To see that sufficient office equipment, time clocks, cards, and racks, accounting forms and standard rubber stamps are supplied him.

4. To spend sufficient time on the project to follow in detail the time-keeping system, particularly dwelling on concrete cases and shortages and their causes, abnormal change of rate, and weekly audits of unclaimed pay, taking particular note of large sums unpaid. The field office will keep a perpetual list of unclaimed pay, so that at the close of the contract an up-to-date list can readily be had of all moneys due former employees.

5. To keep sufficiently posted on accounts of each project so that with first-hand knowledge of due payments, both to contractor or vendors, they can be immediately adjusted. It must be borne in mind that the contractor must be promptly reimbursed for pay-roll expenditures on the Tuesday following each pay day, providing that same is reported on the correct form and receipts for all items of money claimed, attached. When materials are purchased and cash discounts allowed, such invoices should be given preference over all others.

6. It must be borne in mind that the contractor is receiving a lump-sum figure for his plant rental, including upkeep and maintenance. This feature of the contract should be treated independently. When the contractor is in need of small tools or extra parts for his equipment, or any material that comes under the heading of plant equipment, they should not be purchased through the corporation or taken into our records. When labor is used for the repair of such machinery the distribution of such labor should be immediately charged to the contractor's plant account (which should be kept on a separate sheet in the construction record) and deducted from the next pay-roll reimbursement made the contractor.

7. All payments made the contractor for his plant rental or professional fee will be made only by the Washington office. Vouchers covering such payments will be prepared in the field and bear the approval of the field auditor, in addition to that of the supervisor of construction, and then forwarded to this office for payment.

Vouchers in favor of the contractor for plant or professional fee should not be taken into account in the field office record.

8. The field auditor should supervise the paying off of the contractor's force.

9. All material purchased payable by the corporation must be confirmed on the regular order forms (H. B. 14) immediately after such purchase. It is very desirable to issue as few orders as possible. To accomplish this result, it will be necessary to anticipate the wants on the works. Should you find a volume of orders for material being issued in small quantities it will be your duty to confer with the works superintendent as to the causes and then report same to the supervisor of construction. Invoices for material can only be passed when they are in accordance with quantity, quality, and price as per the terms of the order. Should there be any changes in any of the above mentioned, a supplementary order should immediately be issued covering such changes.

10. To see that there is no lost motion in the transmission of vouchers from the field office to the disbursing officer. Approved vouchers should be paid with no more than a lapse of 24 hours of the time of such approval.

ACCOMPLISHMENTS.

The important activities of the corporation involved an exchange of money for the performance of each piece of work and for the furnishing of all labor materials and, as the cautious censors for the disbursement of public funds, this division played a vital part in the accomplishments of the corporation.

The methods and manner it adopted in administering the corporation's affairs had direct bearing upon

the successful prosecution of its purpose. Its executive personnel included men who could visualize each transaction in its concrete state, which added quality to its strength and increased the interest in its work.

Its duties in the selection of a personnel were vital and arduous because of the scarcity of the men of this profession. Its coordinating habits created zeal and desire for the prompt and efficient handling of all matters. Its essential routine proved to be successful both from the standpoint of organization and economy.

Its economic administering resulted in a material saving. Its preparation of financial statements was instrumental in increasing the speed of production and lessening costs.

In its brief existence, it established 49 field offices, kept accounts and audited over 50,000 vouchers, which necessitated reference to the authority of over 2,000 contracts and agreements and 50,000 orders.

FRANK QUILTER,

Comptroller, August 15, 1918, to December 31, 1918.

HENRY M. WEBSTER,

Comptroller, January 1, 1919, to June 30, 1919.

WILLIAM L. SOLEAU,

Comptroller, July 1, 1919, to -----

This report prepared as of July 31, 1919, by L. R. Lewis, general auditor.



APPENDIX XIX.

TREASURY DIVISION.

History—General policy—Functions—Personnel.

HISTORY.

When, in the early part of the year 1918, the Secretary of Labor created in his department the Bureau of Industrial Housing and Transportation, there were no funds available for use by this bureau. President Wilson, therefore, in order to overcome this stringency and to enable the bureau to function, directed the Secretary of the Treasury to set aside from the President's funds for national security and defense the sum of \$60,000. This fund became available on March 12, 1918, and was used primarily to cover the organization expenses of the bureau and to meet the cost of the investigations and industrial surveys then under consideration. These funds were disbursed through the regular channels of the Department of Labor. On May 16, 1918, Congress passed "An act authorizing the President to provide housing for war needs."

On June 4, 1918, "An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and other purposes," having passed Congress, was approved by the President. This act appropriated the \$60,000,000 (previously authorized in the act of May 16, 1918) from the funds in the Treasury to carry out the provisions of the previous act. This act further authorized "the President, if in his judgment such action is deemed necessary or advantageous," to create a corporation or corporations, such corporation or corporations to have or obtain all powers necessary or appropriate therefor in order to carry out the provisions of the act of May 16, 1918.

Shortly after the passage of this act the Secretary of Labor and the director of the bureau decided that a business corporation was necessary to aid the bureau and act as its agent in carrying out the provisions of the act of May 16, 1918, above mentioned.

On July 8, 1918, a further bill having passed Congress, was approved by the President, which increased the appropriations previously made to carry out the provisions of the act of May 16, 1918, from \$60,000,000 to \$100,000,000.

On July 9, 1918, the United States Housing Corporation was incorporated under the laws of the State of New York. The certificate of incorporation provided that the number of shares of stock that may

be issued by the corporation be 1,000, without par value. It further provided that the board of directors of the corporation may from time to time fix the consideration at which the authorized shares could be sold.

The directors at a meeting held on July 11, 1919, fixed the value of each share of stock at \$100,000. The Secretary of Labor thereupon subscribed for 100 shares of stock and the corporation received a warrant on the Treasurer of the United States for \$10,000,000. Arrangements were made whereby the funds of the corporation should remain on deposit subject to check with the Treasurer of the United States. From time to time thereafter additional shares of stock were sold to the Secretary of Labor and the proceeds of the respective sales deposited to the credit of the United States Housing Corporation in the manner outlined above.

The duties of the treasurer of the corporation were defined and set out in section 3 of article 7 of the by-laws as adopted, which section provided as follows:

The treasurer shall have the care and custody of all the funds and securities of the corporation; he shall sign all certificates for the issued capital stock of the corporation which shall also be signed by the President; he shall sign all checks, drafts, notes, and orders for the payment of money, which shall be countersigned by such officer as the president shall appoint, and he shall pay out and dispose of the same under the direction of the president and board of directors; he shall at all reasonable times exhibit his books and accounts to any director or stockholder of the corporation upon application at the office of the corporation during business hours; he shall give the corporation a bond in a sum to be fixed by the board of directors or the executive committee and with one or more sureties satisfactory to the board for the faithful performance of the duties of his office and for the restoration to the corporation in case of his death, resignation, retirement, or removal from office of all books, papers, vouchers, money, and other property of whatever kind in his possession or under his control belonging to the corporation.

GENERAL POLICY.

The treasurer made all payments to contractors relating to plant rental and fees and all payments to architects, engineers, and town planners. He also supervised and made payments of expenses incurred in conducting the Washington office. Likewise all payments to transportation and utility corporations were made from the Washington office, as well as payments covering the purchase of real estate.

The treasurer had the care and custody of various securities pledged with the corporation to secure loans

or advances made to transportation or utility corporations and the value of securities so pledged amounted to many millions of dollars.

It became evident after the corporation had been in existence for a short time that it would be necessary, in order to insure the prompt payment of the corporation's obligations, to have officers clothed with authority to disburse funds of the corporation placed at the various construction projects of the corporation outside of Washington, D. C. To this end, a resolution was adopted at a meeting of the board of directors held July 24, 1918, which authorized the board to designate disbursing officers with such power. Subsequently, acting under the authority so conferred, the board of directors, at the instigation of the treasurer, designated 29 disbursing officers. Each of these officers was bonded in the sum of \$10,000 and the bonds placed on file with the treasurer of the corporation at the home office in Washington. Instructions, which are set out on page 346, were given to the various disbursing officers with a view of facilitating the prompt payment of the just debts of the corporation and expenses incurred. Each disbursing officer had merely jurisdiction over his own particular project and was able by cooperating with the field auditor to insure the prompt payment of the obligations of the corporation.

FUNCTIONS.

Upon the disbursing officer appointed as above set out rested the burden of seeing that approved vouchers presented to him were paid promptly and that the contractors at the respective projects who were operating under fixed-fee contracts were reimbursed for their weekly pay roll. The form of contract in use at the various projects at which disbursing officers were stationed, known theoretically as the fixed-fee contract, required that the contractor supply the plant, i. e., tools, implements, etc., for which he received a rental, and that he furnish services, for which he received a fee. His pay roll was paid by him and subsequently, after the same had been duly audited and approved by the field auditor, was reimbursed to him by the disbursing officer.

It was of course necessary for each disbursing officer to have an independent account with the United States Treasury with a numerical symbol, in accordance with the rules and regulations of that department. The Washington office of the corporation, however, maintained a continuous audit of the amounts in custody of each disbursing officer, in order that the funds placed to the credit of such officer by the treasurer would not be in excess of the actual requirements of the particular project. Upon the field auditors, the direct representation of the Fiscal Division in the field, rested the burden of procuring the proper certification of invoices, i. e., "that the account was true and cor-

rect and payment had not been received," and the proper preparation of the vouchers for payment. The vouchers having been so prepared by the field auditor were duly approved by him and also by the works superintendent, the representative of the Construction Division of the corporation, and such other approvals were secured as were deemed necessary by the field auditor. The vouchers, together with the supporting data, were delivered to the disbursing office by the field auditors in triplicate. The record of transmittal was addressed to the disbursing office and was signed by the field auditor. It was dated and numbered, the sequence starting from No. 1 and continuing. It listed the name of the payees of each voucher forwarded and also gave the amount of the respective vouchers. The disbursing officer thereupon examined the vouchers, and if found correct issued warrants, the check in payment of said voucher being countersigned in each instance by the field auditor. The original and duplicate vouchers, with supporting data, were subsequently submitted to the general auditor of the corporation at the Washington office and a schedule of disbursements, hereinafter mentioned, forwarded to the treasurer of the corporation, the triplicate copy being retained by the disbursing officer for his reference at the project. The disbursing office numbered the field vouchers in numerical sequence, commencing with No. 1 and prefixed by the project number.

The disbursing officer maintained in his office for his reference a cash book and further kept copies of all checks issued by him.

In order that the treasurer be in absolute touch with the financial needs and status of the project, the disbursing office prepared a statement each day which showed the balance of cash in hand at the close of the previous day, the receipt of funds, the amount disbursed, and the balance to his credit.

The disbursing officer likewise prepared an itemized schedule showing the sums paid by him on approved vouchers. This schedule of disbursements listed the vouchers paid by the disbursing officer and gave the date of the payment, name of payee, the voucher number, and the amount. This schedule was forwarded to the Washington office. An accountant in the Washington office checked the schedule of disbursements so rendered by the disbursing officers and verified the amounts set out in the daily balance sheet (Form H. B. 30), above referred to. The amounts of the schedules were entered daily in the books of the corporation in Washington and a daily check upon the financial status of each project was thereby maintained.

Upon the completion of the duties of the disbursing officer, the balance of the funds remaining to his credit were turned back to the treasurer of the corporation, and upon the final approval of his accounts by the comptroller of the corporation, the disbursing officer was released from duty.

Instructions to disbursing officers.

Disbursing officers will be required to furnish fidelity bond to the corporation in the full sum of \$10,000, said bond to be furnished by a surety company approved by the corporation.

The cost of the bond is to be borne by the corporation.

Upon acceptance of the bond by the corporation, a supply of checks will be furnished, which will bear number and other necessary details.

All checks will be signed by him and countersigned by field auditor. He will make disbursements in accordance with specific instructions which he will receive on assignment to duty.

He must make no disbursements until he receives these instructions.

These instructions will consist of the names and titles of those authorized to approve expenditures for payment and their specimen signatures.

He must maintain the following books and records: Cash book, "Schedules of disbursements" (Form H. B. 29a), daily statement of balances (form H. B. 30), and copies of checks issued.

The above books and schedules will be supported by the vouchers with supporting data attached, as prepared by the field auditor.

Cash record will be posted daily on the credit side from daily totals established on carbon copies of checks issued. On the debit side entries will be made upon receipt of notice from Treasurer of United States that deposits have been made to his credit.

"Schedule of disbursements" (H. B. 29a) must be issued in duplicate, the original to be forwarded to the Washington office, the duplicate copy to be retained for his file. The check numbers must be listed on the schedules, which are to be numbered in proper sequence.

Daily statement of balances will be made up daily, copy thereof, made on Form H. B. 30, to be signed and mailed to the Washington office daily.

Vouchers will be issued by the field auditor in triplicate—the original, duplicate, and triplicate copies. Each complete, with supporting data attached, will go to the disbursing officer attached on Form H. B. 22.

Disbursing officer will make payments on these vouchers after making the following audit:

He will check the supporting data with the voucher; will check the approvals in accordance with his instructions; will see that all supporting papers or the voucher have been certified by the payee as follows:

"I certify that the above bill is correct and just and that payment therefor has not been received."

He will make two carbon copies of all checks issued (Form H. B. 26).

He will report daily to the Washington office his disbursements (Form H. B. 29a) to be accompanied by the original and duplicate copy of the voucher complete with supporting data attached and one carbon copy of the checks issued in payment thereof.

The triplicate copy of the voucher with all supporting papers attached is to be retained for his file.

The second carbon copy of all checks drawn is to be retained for his file.

He will number all vouchers consecutively, commencing with No. 1, prefixed by the contract number.

PERSONNEL.

At the time of the formation of the Bureau of Industrial Housing and Transportation the Secretary of Labor designated Mr. George G. Box, then acting as disbursing clerk of the Department of Labor, as fiscal supervisor of the Bureau.

Later, when the United States Housing Corporation was formed, Mr. Box became the treasurer of the corporation.

In December, 1918, Mr. E. V. Parker became the assistant treasurer of the corporation.

On March 8, 1919, Mr. Carroll H. Brewster, of New York, became the treasurer of the corporation in place of Mr. Box, resigned.

CARROLL H. BREWSTER,
Treasurer, March 8, 1919, to -----



A-3

A-2

A-4



WATERBURY, CONN.
Types A-2, A-3, and (rear view) A-4, Semi-detached Six-room Houses.
Type B-2, Semidetached Five-room Houses.
(See Vol. II, pp. 372-373.)



WATERBURY, CONN.

Rear of houses, showing arrangement of back yards and use of hedges and fencing to separate lots.

APPENDIX XX.

LEGAL DIVISION.

Advisory work and conferences—Incorporation—Taxability of corporate property—Matters involving real property—Drafting of contracts—General construction contracts—Contracts providing for transportation facilities—Contracts with municipalities and public utility companies—Work following the armistice—Employment of local counsel—Personnel of Legal Division—Form of agreement for payments in lieu of taxes—Form of agreement for payments in lieu of taxes in cases where no previous agreement with city exists—Form of transportation agreement—Revised form of contract for general construction work.

ADVISORY WORK AND CONFERENCES.

While the housing act was not finally approved until May 16, 1918, much preliminary investigation and work of organization was done during the preceding months. The Legal Division began its labors as a part of the Bureau of Industrial Housing and Transportation under the Department of Labor in April, 1918, and enlarged its force from time to time as the demands upon it increased.

Throughout the period covered by this report this division has been called upon for much work of an advisory nature. It has been necessary for one or more of its members to attend conferences within the bureau or with representatives of other departments of the Government where questions of policy, procedure, and cooperation were involved or where it was necessary to determine the character of the work to be done in a particular project or through a particular public or private corporation. Many of the questions of policy were so closely related to questions of law that the aid of members of this division has been constantly invoked in their determination.

There has also been much advisory work involving questions of law for which few, if any, precedents have been found. As in the work of many other departments of the Government, the war has given rise to many problems, legal and practical, in the solution of which little light could be gained from the books. The construction of the housing act has not always been free from difficulty; and the relation of the bureau and the Housing Corporation to other departments of the Government and to the particular communities in which its operations were being carried on has raised many questions requiring solution by the Legal Division.

INCORPORATION.

The advisability of incorporation had been suggested in the course of the earlier hearings before committees of the House and of the Senate; and, pursuant to this suggestion, by an amendment to the

housing act, approved June 4, 1918, authority was given to form a corporation for the purpose of carrying out the powers conferred by the act of May 16. After careful investigation it was decided to incorporate under the laws of the State of New York. It is permissible in that State to form a corporation having shares without par value under provisions peculiarly suitable to the purposes of a Federal agency engaged in the character of work which was to be undertaken under the housing act.

The charter of the United States Housing Corporation (see p. 59) provides in effect that the corporation shall have the powers set forth in the acts of Congress of May 16 and June 4, 1918; that the corporation might issue 1,000 shares without par value (this stock now being held by the Secretary of Labor in trust for the United States); that its operation is to be perpetual; that it should have seven directors (this number being increased by an amendment of July 17, 1918, to nine); that the directors need not be stockholders and might hold their meetings and have an office outside the State of New York; that the corporation might issue and sell its authorized shares from time to time for such consideration as might be fixed by its board of directors (this having later been fixed by action of the board at \$100,000 a share); that the corporation might acquire, hold, and dispose of the stocks, bonds, and other evidences of indebtedness of any other corporation, domestic or foreign; that an executive committee might be appointed by the board to exercise the powers delegated to it during the intervals between the meetings of the board. This charter was duly filed in the office of the secretary of state of New York on July 9, 1918. Thereafter a board of directors was elected, and all the usual machinery of corporate existence was devised and has been consistently followed since that time.

As the activities of the corporation have extended into more than twenty States, in addition to the District of Columbia, it was found necessary to consult the

laws of these States on various subjects affecting the status of the corporation and its powers, and also to determine whether or not as a purely Federal agency it would be necessary for the corporation to qualify to do business in these various States as a foreign corporation. It was finally decided that, being a purely Federal agency, the corporation is not amenable to State regulations applying to ordinary business corporations, and this view has been acquiesced in by the authorities of practically all the States where the question has come up. As was said in *International Text Book Co. v. Pigg*, 217 U. S., 91, "Undoubtedly a corporation of one State employed in the business of the General Government may do business in other States without obtaining a license from them. Thus, to take an illustration from the opinion of Mr. Justice Bradley in a case recently decided by him, 'If Congress should employ a corporation of shipbuilders to construct a man-of-war, they would have the right to purchase timber and iron in any State of the Union,' and, we may add, without the permission and against the prohibition of the State." (See also *Pembina Mining Co. v. Penn.*, 125 U. S.)

In Illinois, however, there is a peculiar statute which prohibits any foreign corporation of any character whatsoever from holding real property in that State, and the attorney general of Illinois was unwilling to make a ruling excepting the Housing Corporation from the operation of this statute. Rather than raise an issue on the subject, and thereby complicate the ultimate transfer of our property, we have taken the real property acquired in Illinois in the name of the United States of America, but our building operations have been conducted by the corporation.

In Pennsylvania, also, because of the peculiar statutory provisions in that State, our local counsel strongly advised the formation of a Pennsylvania corporation merely as a holding company so that we would find greater facility in transferring the property upon the completion of the projects. Such a holding company was formed with nominal stock of \$5,000. As soon as the real property has been sold, it will of course be dissolved.

TAXABILITY OF CORPORATE PROPERTY.

Another question closely related to that just discussed and which has given no little trouble to the Legal Division is the taxability of the housing operations of the corporation. As a matter of policy it was early determined that it would be highly desirable that the corporation in going into these various communities should assume its share of the burden represented by taxation, and the Legal Division has sought to work out some plan whereby, without vio-

lation of the law, the corporation could carry out this policy. After careful examination of the authorities on the subject the conclusion was reached (a) that, in the absence of express authority conferred by Congress, the United States Housing Corporation, being a purely Governmental agency, the property of which is engaged solely in Federal operations, can not be subjected to local taxation; (b) but, on the other hand, since under the act the corporation is given the right to provide community utilities, and to enter into any contracts necessary therefor, the corporation has the power to make contracts with the municipalities in which its operations are located, providing that in consideration of the extension to our projects of the needed facilities the corporation would pay therefor a sum measured by the taxes paid by its citizens for similar benefits. A brief statement of the reasons leading to these conclusions may not be out of place.

(a) The powers of the corporation, as stated in its articles, are the same as the powers delegated to the President by the act (except that the corporation is not specifically authorized to acquire property by condemnation or requisition). The entire capital stock was subscribed for and is held and voted by the Secretary of Labor as trustee for the United States. All of the money appropriated by Congress for the purposes stated in the act is turned over to the Treasurer of the corporation, and all of its property was purchased or acquired with such funds and is devoted exclusively to these purposes. The property upon the termination of the war is to be sold and the proceeds to revert to the United States as the owner of its entire capital stock. The payment of taxes imposed by State authority would therefore reduce the funds available for the accomplishment of the Federal purposes for which the corporation was organized and its funds were appropriated. As has been uniformly recognized by the Supreme Court, the property of the United States is not subject to taxation by the States, among other reasons because the power to tax implies the power to destroy; and such power, if it existed, could be exercised over a Federal instrumentality to the extent of completely destroying its functions. The decisions of the Supreme Court also extend this exemption to corporations formed either under Federal authority or under State statutes where such corporations are engaged in Federal operations. (See *McCullough v. Maryland*, 4 Wheat., 316; *Osborne v. Bank of United States*, 9 Wheat., 738; *Thompson v. Pacific R. R. Co.*, 9 Wall., 579; *Railroad Company v. Peniston*, 18 Wall., 5, and many later cases.)

The fact that the formation of a corporation is authorized by the act of Congress of June 4, 1918, can not be construed as an implied authority to pay taxes, since it was the settled law, at the time the act was passed,

that property held by a corporation acting as a Federal instrumentality is nevertheless exempt from State taxation. Furthermore, Congress did not direct that the property should be held by a corporation, but left it to the discretion of the President to determine whether the law should be administered by a corporation or by the Government direct. In the latter event there would be no presumption of a waiver, and there is nothing in the act to indicate that Congress intended the property acquired to have any different status in the hands of a corporation than it would have if held by the United States.

(b) Such property being exempt from taxation, therefore, not because of action by the State exempting it, but because of a lack of power in the State to tax, does the municipality within which it is situated owe to such property and the residents thereon the same duty to afford educational and other municipal facilities and services that it owes to the taxable property and residents thereon? As a general proposition the fact that property may be exempt from taxation does not deprive it of the benefits and advantages of the local municipal government. But a distinction is to be drawn between the case where the State, which imposes the duty, also grants the immunity from taxation, and the case where the State does not grant the immunity but where the property is immune because of a lack of power in the State to require such property to bear its proportionate share of the burdens of State and local government.

Neither the State nor the local municipality has a voice in determining how much or what property within a municipality shall be exempt from taxation by reason of its acquisition by the Federal Government or one of its agencies, especially in those States where there is a general act ceding to the Federal Government jurisdiction over any property it may acquire therein. It is conceivable that the Federal Government in the course of operations such as those carried on by the Housing Corporation might acquire a major part of the property within a municipality. If this property and its inhabitants were entitled to all the benefits and privileges of the local government the result would be that a small percentage of the property would have to bear the burden of taxation sufficient to furnish these facilities and services to the Government-owned tract. It is extremely doubtful whether any court would enforce such a liability; and in the absence of any clear adjudications upon the subject it may be assumed for the foregoing reasons that the State owes no legal duty to afford without compensation the benefits and advantages of local government to property and its inhabitants which the State lacks the power to tax to meet the expense of such benefits and advantages. (Compare 18 Op. Atty. Gen., 491; 23 id., 299.)

On the other hand, the housing act expressly authorizes the President to provide "housing and other general community utilities," and he is further authorized to enter into any arrangement or contract incidental to the exercise of the powers granted.

It is clear, therefore, that under the provisions of the act the Housing Corporation, as the agency designated by the President to exercise the power therein conferred, has authority to provide such facilities and services as are necessary to constitute its developments properly governed communities. If these community facilities and services can be provided by the Housing Corporation through its own employees, there is no reason why a contract therefor may not be made with the municipality to which the development is contiguous or within whose limits the development is located but which the municipality for the reasons above stated may owe no duty to provide in the absence of a contract so to do.

The Legal Division has reached the conclusion, therefore, that the Housing Corporation may at its own expense provide these utilities or may contract with a municipality to provide them, and may compensate the municipality for the whole or any portion of the cost thereof. But in arriving at what is a just and equitable basis of compensation there is no reason in law why the corporation should not pay an amount equal to what it would pay as special assessments and ad valorem taxes were its property subject thereto. (Forms of agreement for payments in lieu of taxes are given on pages 358-360.)

The conclusion above stated is not subject to the criticism that the Housing Corporation would be doing indirectly what it can not do directly. The exemption from taxation by the States of the property of the Federal Government and the property of its agents devoted to Federal purposes is based upon the principle that to submit such property to taxation would be to concede to the States the right to hamper and impede the Federal Government in the exercise of its functions and even to destroy them. But a contract by the Federal Government or one of its agencies with the State or one of its municipalities voluntarily entered into by both parties is not subject to the objection against the right of State taxation. The obligation assumed to pay under the contract is a voluntary obligation; the obligation under the power of taxation is involuntary. The amount to be paid in the case of the contract is subject to agreement; in the case of taxation the tax power is exercised arbitrarily and the owner of the property taxed has no voice in determining what the amount or purpose of the tax shall be.

The policy and the conclusions outlined above were formally approved by the Secretary of Labor

after a conference with the solicitor of that department and others on March 12, 1919. A bill had been drawn up by the Legal Division authorizing the payment of taxes by the corporation on its real estate, but it was felt that with the mass of other legislation requiring the attention of Congress before adjournment there was no possibility of the bill being passed, and it was therefore not submitted at that time.

MATTERS INVOLVING REAL PROPERTY.

Contracts and examination of title.—A large part of the work of the Legal Division has been in connection with the acquisition by purchase and by requisition of the real property needed for the purposes designated in the act, and several members of the division have devoted their entire time to this work from the beginning. As in the case of the Emergency Fleet Corporation and other governmental agencies acquiring property, it was found desirable to employ local counsel to make the necessary examinations of title and otherwise to advise as to local laws. These title examinations have been submitted to the Legal Division for review and criticism and the entire work has been under our general direction from Washington. As much real property has been acquired in more than 20 different States, the task involved in the purchase or requisition of this property has been a considerable one. The Legal Division has acted in cooperation with the Real Estate Division in the negotiation of all purchases, in the removal of liens and encumbrances, in the framing and execution of the various contracts for purchase and of the deeds, and in the payment of the purchase price. Our contracts for the purchase of property provide for the right of immediate entry and possession by the Housing Corporation pending examinations of title and delivery of the deeds. We have thus avoided the long delays so common in the taking of property by the Government. We also arranged for the payment of the purchase price direct from Washington rather than through the local fiscal agencies of the corporation, and the money has been withheld until there was proper certification of title by the local title examiner.

Deeds, contracts, and other papers affecting our titles have been preserved, filed, and indexed according to the methods of a title company, and our successors should have no difficulty in finding any information which such files ought to contain and in making reconveyances of the property upon its ultimate disposition.

Requisition of title.—The requisition of real property has been handled entirely from Washington and with the direct approval in each case of the Secretary of Labor, who has signed the orders to requisition and

later has fixed the compensation to be paid. Such property has been taken in the name of the United States and not in the name of the Housing Corporation, to which, however, the property has been later conveyed where the corporation has made the improvements thereon. Very little aid in the procedure to be followed could be gained from precedents, and the Legal Division has drawn up all the forms which seemed necessary and has devised the procedure to be followed, this procedure being quite different from ordinary condemnation proceedings. The requisition order as signed by the Secretary on behalf of the United States provides in effect that the Government takes all title to the property described as of noon of the day mentioned in the order, compensation to be fixed therefor and paid as provided by the housing act. This order is then posted on the property by the so-called requisition officer, who takes possession in the name of the Government, and the order is later recorded as a deed. Where the ownership of the property is in doubt, constructive notice is given of the proceeding in accordance with local statutes governing such notice in proceedings in rem. It was important that we should acquire the possession of property to be used for our purpose as speedily as possible. Proceedings in court are unnecessary under the provisions of the act before taking except where an occupied place of abode is sought to be requisitioned. Following the taking in the manner above described, the value of the interest taken is carefully appraised with a view to fixing compensation, and when this compensation is duly fixed by the Secretary of Labor, tender is made thereof to the owner, who has the option of accepting the same or else 75 per cent thereof and suing for whatever additional sum he may consider himself entitled to. Where the payment is made, however, care is taken to determine the character and extent of the ownership or interest thus compensated for; and where there are mortgages or other encumbrances on the property or outstanding claims of any character, it is necessary to reach an adjustment thereof before payment. It was our construction of the effect of the requisition that any liens upon or claims against the property are transferred to the sum representing the compensation therefor, while the Government takes title to the land absolutely free of all claims or defects of any character whatsoever.

There were two general classes of cases where, in view of the speed required, requisition was resorted to: (1) Where the title was in great doubt; and (2) where the owner refused to accept a reasonable sum for a conveyance. There were not a few cases where the owners of the property sought to take advantage of the necessities of the Government by asking un-

reasonable prices for their property. Where following a requisition an amicable settlement could be reached with the owner, a release was signed by him, which also included in effect a quitclaim deed to the Government of whatsoever interest the owner might have, thus curing any possible doubts or defects that may have occurred in the requisition proceedings in so far as that particular claimant was concerned. Various forms used in requisition proceedings will be found following the report of the Real Estate Division.

Requisition—Use.—In addition to requisitioning the fee of property, the Government also requisitioned the use of about 200 unoccupied houses suitable for residence purposes, in the city of Washington and elsewhere. The property thus acquired was put in condition for occupancy where necessary, and leased or rented to war workers. In the majority of cases after requisition, however, it was found possible to make an amicable arrangement with the owners to take the property back under an agreement to fill the houses with war workers. Thus we were saved the necessity of making compensation for the use so taken during the period of the war and of managing such houses.

Leases.—Standard forms of leases embodying proper safeguards and conforming with local requirements were prepared and are now in use in Washington and in the various cities where we are renting property.

Rent profiteering.—In connection with the housing of industrial and other war workers the Legal Division was frequently called upon to give advice for relief in the many cases of rent profiteering which have arisen in various parts of the country. In an effort to secure further relief by legislative action a rent-profiteering bill was drawn and submitted to Congress with the indorsement of the War Labor Policies Board and accompanied by a memorandum of law and full statement of the need for such legislation. The bill was so drawn as to limit its provisions to those areas designated by the President as occupied by workers engaged in industries connected with and essential to the national defense, and provided that where the President found rental charges for a particular house therein to be excessive and where after due notice it was impossible to secure consent to a reduction thereof, the President could requisition the property for a term not exceeding the period of the war and thereupon lease such property upon such terms and conditions as he might determine. Provision was made for fixing just compensation to be paid for the use so taken. The President was further authorized to exercise the powers and discretion granted through such agency or agencies as he might create or designate. It was believed that the mere existence of such

a power would be sufficient to curb the disposition of landlords to profiteer, as they had been doing in so many communities where housing facilities were limited. (See p. 55; see also hearings of House Committee on 'Public Buildings and Grounds, Aug. 28, 1918.)

DRAFTING OF CONTRACTS.

A very important part of the work of the Legal Division involved the drafting of contracts covering the multifarious operations of the corporation, including contracts for personal service, for loans, for the acquisition of property, for general construction work, and with public-service companies and municipalities. An effort was made to standardize the form of contracts covering these various subjects. Certain restrictions were prescribed by the housing act governing the making and method of letting of contracts for construction work, etc., and after the general provisions, terms, and methods had been submitted by other divisions, the Legal Division, after a study of similar Government contracts, prepared a form embodying these suggestions and meeting the requirements of our act. All of these various contracts before final execution by the corporation were submitted to the Legal Division for approval. There were also numerous "agreements" or arrangements necessary to be entered into with the various departments and branches of the Government and conforming with the acts of Congress applying thereto.

GENERAL CONSTRUCTION CONTRACTS.

Possibly the most important of the contracts above mentioned, because of the amount of work done and money expended under its provisions, is the general construction contract in use by the Housing Corporation. It may not be out of place, therefore, to explain somewhat at length the provisions and operation of this contract, especially as the experience and practice of the corporation may be of some value to the Government in the future.

Section 7 of the housing act, as amended, provides as follows: "That no work to be done or contract to be made under or by authority of any provision of this act shall be done or made on or under a percentage or cost-plus percentage basis, nor shall any contract be let involving more than \$1,000 until at least three responsible competing contractors shall have been notified and considered in connection with such contract, and all contracts to be awarded to the lowest responsible bidder, the Government reserving the right to reject any and all bids."

Both from the language used and from the committee hearings and later debates on the floor of

Congress,¹ the Housing Corporation has construed this language as clearly authorizing and permitting the letting of construction contracts on a cost-plus-fixed-fee basis. We should not lose sight of the extraordinary conditions brought about by the war, combined with the emergency character of the work to be done, which necessarily had a controlling influence on the method of letting contracts. As was stated on the floor of the Senate as well as in committee hearings, it would have been impossible for the Government to have found any responsible contractor who would have taken a contract involving any considerable sum of money on a lump-sum basis unless he had put his estimate at so large a figure that he would be assured against loss in any event resulting from the unstable condition of prices of labor and materials due to war conditions. The contractor further would have run the risk of not being able to get either materials, shipments, or labor.

That these facts were well understood is shown by the following quotation from an article in *The Independent* of November 23, 1918, written by C. S. Rindsfoos, an eminent engineer, who is regarded as an authority on this general subject:

From the viewpoint of the contractor nothing is now left which he may sell except his engineering skill and the use of his equipment. The Government fixes the prices of material, and labor controls how much of each he may obtain and where he may obtain it. The Government controls transportation, fixes rates, and allots cars for the movement of materials. The Government controls the money market and indirectly determines who may borrow money and at what rates. Therefore, the contractor is not much attracted by advertisements for lump-sum bids. In the past he has been a good gambler, but to-day the odds are too great. He does not care to back his skill against Uncle Sam's power. You may be sure that when the contractor presents a lump-sum tender, either he is irresponsible or else he has added to his bid such a very large item of contingency profit that he can not lose. In the latter case Uncle Sam pays well, indeed, for the privilege of forcing the contractor into a form of contract not in harmony with the times.

In addition to the foregoing considerations, time was of the essence of our building program, and much time would have been consumed in preparing the minute specifications which are always required for a lump-sum contract. This time would have postponed the beginning of construction work at least several months.

It was found in practice, however, that it was possible where the amounts were not relatively large and where the local conditions permitted to let some contracts on a lump-sum basis, but in the case of large amounts such contracts would have been highly improvident from the standpoint of the Government because of the facts above stated.

Furthermore, the corporation was able to keep down the fees of contractors to a minimum under this plan. Instead of being compelled to pay the usual 7 to 10 per cent charged by the contractor in peace times, the corporation was able to get its work done for fixed fees which in relation to cost ranged from 2½ to 3½ per cent.

The two methods of letting contracts—on a cost-plus percentage of cost basis and on a cost-plus-fixed-fee basis—were well known and fully discussed while the housing act was pending, and the original bill was changed so as to read that no contract shall be let "under a percentage or cost-plus percentage basis," instead of reading "under a percentage or cost-plus basis." The word "percentage" was inserted by the committee in order to permit, as was expressly stated, the letting of contracts on a cost-plus-fixed-fee basis, and the wisdom of this authorization was amply justified by the experience of the corporation.

As will be later explained, it can not be said that there is no real competition within the meaning of the act under this system, for the contractor is required to compete in his bid on every element that inures to his profit; as much so, indeed, as on the lump-sum basis, with the difference only that he is not required to take a gambler's chance on the possible actual cost of the work. Being relieved from this serious uncertainty, the contractor is willing to fix his fee at a much smaller figure than he would do if he had to take into consideration all the contingencies involved in the procuring of labor and materials out of his own pocket.

Form and legal effect of contract.—There follows this report a form of general construction fixed-fee contract as finally revised. Briefly summarized, the revised form provides:

1. The contractor shall secure labor, material, and plant equipment and do the work described in the contract in the specified time.
2. The owner is to pay the cost of all labor and material, except the salary of the principal superintendent, and is to pay the contractor a fixed rental for his plant. All material and the salaries of the supervisory force are to be paid by the owner direct, and the contractor is to be reimbursed by the owner for the labor pay roll.
3. The purchase of materials, hiring of labor, and the fixing of salaries and wages are subject to the approval of the owner, who may also suspend or dismiss any employee and who reserves the further right to increase or decrease the amount of work to be done, to change the plans, and to have general supervision and control of the work.
4. The contractor is to pay the expense of rectifying any errors due to carelessness or incompetence.

¹ See hearings before the House Committee on Public Buildings and Grounds of Feb. 23, 1918, pp. 7, 8, 11; Mar. 18 and 19, pp. 35, 36, 38, 39, 41; also debates, *Congressional Record*, May 1, 1918, pp. 6340-6348.

5. The contractor is to receive a fixed fee in full payment for his services, which is based on the amount of work described in the contract, but in case the owner increases or decreases the amount of such work the fee is to be increased or decreased proportionately.

6. The contractor's estimate of the cost of the work is stated in the contract, and if by reason of his "skill in executive management and organizing ability" the cost of the work is less than the estimate, the fee is to be increased by one-quarter of the saving but not to exceed one-half of the fixed fee, provided the work is completed within the time fixed in the contract (except that if he shall satisfy the owner that the delay was due to conditions beyond his control and not preventable by him, the contractor may still receive such additional fee so earned). If, on the other hand, the total cost exceeds the estimated cost, one-quarter of such excess shall be deducted from the contractor's fee up to an amount not exceeding one-half of the fixed fee. As an additional security for the performance of the contract, one-half of the fee is retained until 30 days after the completion of the work, and the owner may also require a bond of the contractor.

7. Time is of the essence of the contract, and a failure to complete the work within the time specified is to be considered a breach of the contract, unless it shall appear to the satisfaction of the owner that such delay was due to conditions beyond the control of the contractor and not preventable by him.

It is clear, therefore, that the Housing Corporation has under the provisions of this contract complete control, not only over the results to be accomplished, but over the means to be employed in their accomplishment. This being true, the "contractor" in dealing with third persons, in purchasing materials, and in hiring labor is the agent of the owner and not an independent contractor. (31 Cyc., 1193.) But in so far as the contractor agrees to furnish a principal superintendent, the plant equipment, and to complete the work within the time limited, he may be regarded as an independent contractor.

The performance of the agreement on the part of the contractor within the time limited necessarily involves not only the services of the principal superintendent, but the knowledge, skill, and experience of the contractor and the utilization of an organized, coordinated, competent supervisory force and of an assembled plant equipment. The services of the contractor and superintendent, the use of the plant, and the obligation to complete the work in the manner required within the time stated represent all that is contracted for by the corporation and what is compensated for by the fee and plant rental, and are all the elements that need be bid upon in the letting of

this contract. The statute does not require the work to be done by contract, and under such a statute the Government may purchase materials, hire labor by the day, and contract for supervision. (137 Wis., 136.)

As stated above under this contract the Housing Corporation supplies the materials. Where it was possible to secure materials under competitive conditions, the statute was strictly followed by receiving bids on all orders exceeding \$1,000 and letting the contract to the lowest bidder. But because of the control over building materials exercised by the Government, practically all materials were necessarily purchased through the War Department. Upon receiving a requisition from the contractor the Housing Corporation sent an order to the War Department, which procured the material by placing a compulsory order with the manufacturer under section 120 of the national defense act, and the material was furnished at a price fixed by the Secretary of War, acting upon the advice of the War Industries Board. As the person furnishing the materials had no option in filling the order and no voice in determining the price, there was neither opportunity nor occasion for bidding. It is well settled that if competitive conditions do not exist, a statute requiring the letting of contracts to the lowest bidder does not apply. (McQuillin, Municipal Corporations, sec. 1189.)

The supervisory force and all labor were hired by the day and such a statute as above quoted does not apply to labor so hired, even though the total cost thereof exceeds \$1,000. (137 Wis., 136.)

Method of letting contracts.—Other elements in addition to the amount of fee and plant rental were taken into consideration in letting these contracts for supervision and use of plant and in determining the lowest responsible bidder within the meaning of the act. The corporation first made a careful estimate of the probable cost of the work, and on the basis of this estimate determined beforehand the maximum fee which it would pay for the work. A list was then made of three or more responsible competing contractors who were invited to bid and these bidders were instructed to cover the following points: (1) The fee for which they would do this work; (2) the rental which they would charge for their plant equipment; (3) the minimum plant equipment as set forth in a schedule; (4) the time in which they would complete the work; (5) the estimate of the cost; (6) the organization with which they were prepared to do the work and a schedule of salaries.

These bids were then tabulated and the contract was let to the "lowest responsible bidder," each of the above points being given a percentage rating for that purpose. It will be noticed that the foregoing is

simply a segregation of the elements entering into but not separately stated in any lump-sum contract, with the great advantage that the Government would know beforehand the profit which the contractor expected to get and would itself be in a position, through its works superintendent or other representative on the particular project, to supervise and keep within proper limits the cost of labor and material as far as this could be locally controlled.

This method of letting contracts squarely conforms to the tests as laid down by the authorities in determining the meaning of the term "lowest responsible bidder:" "While it has been adjudged that it also means the lowest one who is pecuniarily responsible, it is generally held to mean not merely the lowest bidder whose pecuniary ability to perform the contract is deemed the best, but the bidder who is most likely in regard to skill, ability, and integrity to do faithful, conscientious work and promptly fulfill the contract according to its letter and spirit." In other words, the Government must use its best judgment as to who offers the most for the least money and he will be considered the lowest responsible bidder. (Mc Quillin, *Municipal Corporations*, sec. 1228.)

Elements considered—Time.—The cost of labor and material having been eliminated from the competition, as above explained, the most important consideration remaining was the element of time. The sooner the work was completed, the sooner the corporation would get the benefit of its use. This use has pecuniary value, and the contractor who was willing to bind himself to complete the work a month sooner than another would be a lower bidder, even though his bid was higher than that of the first, unless the difference in the bids on the fee was equal to or exceeded the value of the use for the period covered by the difference in time. Under the contract the contractor forfeits all right to any bonus in addition to his fee and becomes liable to the corporation for any damage it sustains by reason of his failure to complete the work within the time limited. While time is a direct pecuniary element measured by the value of the use of the property, yet when we consider that the purpose of this work was to meet a great war emergency we must consider also the time element as of far greater importance than any immediate pecuniary value which is subject to measurement. Therefore the time element could be legally considered in determining who was the lowest bidder.

Elements considered—Organization and plant.—Organization and plant are the instruments to be used by the contractor in executing the work. The speed and economy with which the work can be carried on depend upon the adequacy and efficiency of these

elements. As the cost of the work was to be borne by the corporation, and as time was of vital importance, the value of the organization and plant had a very direct relation to the fee and rental to be paid for its use. It is well settled by the cases that the owner may pass judgment on the contractor's ability to perform the work within the shortest time, at the least cost. By grading the various organizations and plants on a percentage basis this is exactly what was done. All other conditions being equal, the bidder with the best plant and organization was awarded the contract. The comparative value of the organization and plant for this particular use was weighed against the time element and the fee and plant rental, and the bidder who offered the most for the money was awarded the contract.

Elements considered—Estimated cost.—The percentage method of compensating the contractor is prohibited by the act. The objection of this method is that it places a premium upon extravagance. A flat fixed fee is open to the objection that it offers no premium for economy. The time limit in the contract and a desire to hurry the work and earn the fixed fee in the shortest possible time might place a premium on extravagance. To offset this the bonus and penalty system was adopted. Under the contract the contractor is entitled to one-fourth of any saving he effects in doing the work for less than the estimate of the total cost contained in the contract up to an amount not to exceed one-half of his fee, provided he completes the work within the time limited. On the other hand, if the total cost exceeds such estimate, he is penalized one-fourth of the excess, not to exceed one-half of his fee. This provision, therefore, places a premium upon economy, but does not do so at the expense of time.

Were the estimated cost to be disregarded as a factor in determining who is the lowest bidder, the bonus and penalty features of the contract would have a tendency to cause the bidders, in order to escape the chance of being penalized and to earn the greatest bonus, to inflate the estimate of total cost included in their bids. Thus, a bidder whose bid on fee and estimate of cost was reasonable would be outbid by another whose bid on fee was lower but whose estimate of cost was higher, notwithstanding the fact that by constructing the building at the first bidder's estimate of cost he would earn a bonus which, together with his fee, would far exceed the bid of the first. To obviate this difficulty, the estimates of cost were considered in determining who is the lowest bidder.

It may be of interest to mention that in the actual working out of this plan the estimate of cost was the determining factor in the letting of contracts in only

three cases, but an analysis shows that in these three cases this determining factor has not been an irresponsible estimate of cost, but the estimate taken in conjunction with the reasonably certain bonus to be added to the contractor's fee. The Housing Corporation considered that the lower fee and plant rental, increased by the contingent bonus, was, in view of the probability of the bonus being earned, actually the higher bid.¹

It thus appears that no elements were considered in letting the contracts except such as were calculated to and which naturally tended to secure the greatest benefit to the corporation for the least amount of money, and that the method was therefore both legally sound and practically justifiable.

Future of the fixed-fee contract.—It is believed that some method such as that above outlined of letting contracts by the Government will ultimately be adopted with such safeguards as may protect the Government's interest against excessive costs. The opinion is growing that such a method has many advantages over the old lump-sum plan of letting contracts. In the article above quoted from *The Independent* of November 23, 1918, by Mr. Rindsfoos, the following is said in defense of the fixed-fee contract such as that employed by the Housing Corporation:

If, as the contractors maintain, they have nothing to sell but services, why should not these services be bought on a professional basis as is the case with the lawyer, the architect, or the consulting engineer? This, in the writer's opinion, will be one result when the Government has done with experimenting and has adopted one general policy for all bureaus and departments.

Now, what are the objections to employing the contractor professionally? There are two principal ones. First, it is said that the contractor has no incentive to keep down costs. In theory one might as well say that his lawyer, unless employed on a contingent fee, would have no incentive to win a lawsuit; or again that an architect being paid 5 per cent of the cost of a structure would wish to increase its cost in order to increase his own fee. Professional relations are based on confidence, and contracting firms are learning that if they are to hope to keep abreast of the times they must obtain a reputation for economic and skillful management as the basis of such confidence in them. It may be readily admitted that during a period of transition such as that through which we are passing the contractor will not at once change his stripes—from good gambler to professional man. As to this there are well-tried safeguards in the form of bonus and penalty clauses which make it advantageous to the contractor to attain economy.

The second objection to employing the contractor professionally is that large concerns have an advantage over smaller ones; that inducements of various kinds are offered to secure the management of construction work. In short, that the plums would not be equitably distributed. But there is no reason why competition of service should not be judged as well as competition of price, and

this is exactly what is being done to-day in two different ways by the emergency construction committee of the War Industries Board and by the Housing Corporation of the Labor Department. The former committee, by the examination of the records to which reference has been made, is making its selection. The latter committee is attempting a method somewhat more scientific. It, too, keeps a file with records showing the ability, size, and standing of contractors. From this list a tentative list of six to a dozen of the most logical candidates for a given project are selected. These firms are then invited to submit a concrete proposal embodying answers to such questions as:

Estimated cost of project.

Fee desired for service of management.

Time required to complete work.

Proposed organization to be placed on the work.

Proposed general method of operation.

Machinery to be supplied and value.

These questions are then examined, judged, weighed, and applied in a predetermined formula. The result is then obtained automatically, the only personal element being that involved in weighing the answers to the questions. No doubt this method is not perfect, but it is a good impartial attempt along scientific lines.

CONTRACTS PROVIDING FOR TRANSPORTATION FACILITIES.

Under the housing act the corporation was authorized by loan or otherwise to provide local transportation and other general community utilities; and a large part of the work of the Legal Division has been devoted to carrying out this provision of the act. It was first necessary to crystallize the policy to be followed in the extension of such aid and then to standardize as far as possible the form of contract to be used. In the case of transportation companies needing aid, many of which were found to be in weak financial condition, no little difficulty was experienced in complying with the provision of the act that all loans must be "properly secured," but in every case after investigation and negotiation we believe compliance has been obtained with both the letter and the spirit of this provision.

It was highly desirable to secure the cooperation of transportation companies, many of which were in bad condition, but which felt no inducement to make extensions or improvements in their operating facilities at the prevailing high cost of labor and materials in war time. The corporation, to avoid the necessity of itself constructing or supplying the facilities required (which could have been done only at a greatly increased expense to the corporation), adopted the policy, following the lead of other departments of the Government, of agreeing to deduct from the principal of loans made by the corporation to such companies an amount representing the excess cost of labor and materials due directly to the existence of the war and called in the agreements the "excess war cost." The fairness of such a concession is obvious as the Housing Corporation, had it supplied direct the facilities re-

¹ For an analysis of these cases see hearings, House Committee on Public Buildings and Grounds, Jan. 8-15, 1919, p. 258.

quired, would have been compelled to assume this loss (and substantially more also) on the ultimate sale after the declaration of peace, and the companies were asked because of urgent war needs to make the improvements at this time rather than after the war.

We found that the companies themselves were financially unable to assume the burden of making the needed improvements unaided and that the banks were unwilling to make loans upon the usual terms to such companies when the money market was so uncertain and prices so abnormal. In fact, it was the existence of the need of the Government on the one hand, and the abnormal war costs on the other, which made Government aid on such terms imperative, and but for such aid it would have been impossible to secure the facilities necessary to our part of the war program. It was recognized that in many cases it was both cheaper and more expeditious to improve local transportation facilities than to build additional houses.

The agreements, generally speaking, provide for an appraisal to be made during some period to be fixed by the Housing Corporation, from one to three years after the war, when it appears that prices have reached a fairly normal peace basis, in order to determine the reproduction cost new, at that time, of the facilities supplied out of the proceeds of the loan; the difference between this sum and the actual cost of the purchase or construction to be deducted from the principal of the loan as war cost where such reproduction cost is less than the actual cost. The Housing Corporation reserves the right to reject the appraisal and to retain or take title to the property. All loans bear 5 per cent interest from date, as required by the housing act. Where possible the corporation retained title to the improvements supplied by the loan by way of further security. (The form which, with variations, was used in the making of these contracts is given on p. 360.)

In one instance, that of the Virginia & Seven Pines Railway Co., operating between Richmond and the bag-loading plant of the Du Pont Co. near Seven Pines, Va., a distance of 7 miles, it was found necessary to purchase the property outright, the franchise having expired and the company being unwilling to renew; and a contract was then made with the Virginia Railway & Power Co. for its operation during the period of the war. An unexpired lease for the operation of ferries in waters near Norfolk, Va., was also taken over and arrangements made for the rehabilitation and further operation of the boats and properties, the corporation being properly secured for all advances.

CONTRACTS WITH MUNICIPALITIES AND PUBLIC UTILITY COMPANIES.

It was necessary to see that our housing projects were properly equipped with gas and electric service and provided with paving, sewerage, and water facilities; and provision therefor was usually made through contracts with the municipalities in which our houses are located or with private utility companies operating in the neighborhood. It was the practice of most of the towns with which we have dealt to defray at least a part of the expense of installing utilities in new housing projects, covering the cost from their funds in the treasury, by bond issues, special assessments, or by a combination of these methods. The Legal and Engineering Divisions were intrusted with the negotiation of contracts, extending similar privileges to the Housing Corporation, technical matters being in charge of the engineers and the legal phases in charge of the lawyers. The negotiations were carried on either through local counsel (to whom further reference is made below), by personal attendance of a member of the Legal Division at council meetings of the different cities, by conferences on the ground with city officials, or by summoning the officials to Washington for a conference.

Charter and other limitations of the cities involved were investigated, as well as their practice in furnishing utilities to housing projects of a similar nature. It was found that both legal limitations and custom varied greatly among the different municipalities, as did also their financial ability to undertake the sometimes extensive improvements required by our developments. Here also an attempt was made at standardization of the agreements, although from the nature of the factors involved it was impossible to establish absolute uniformity.

The aid to municipalities in providing community utilities has taken the form of loans in some instances; in others, of the construction by the Housing Corporation, as agent of the particular municipality or otherwise, of the facilities desired, with a provision for reimbursement by the municipality.

Later in drafting the agreements mentioned heretofore under the head of "Taxation" for the payment of certain sums in lieu of taxes, we were able to give further binding effect to these municipal contracts, by providing that should the municipality attempt to abrogate the contract, or should it be held for any reason invalid, the later agreement to pay a sum in lieu of taxes should also become invalid, thus making the payment by the corporation conditioned upon the fulfillment of the obligation assumed by the municipality.

It may be added that with few exceptions the municipalities with which we have had to deal have shown a disposition to cooperate patriotically with the Federal Government to the best of their ability, but they were in many instances hampered by legal and financial limitations. In the contracts with water, gas, and electric companies providing for the supply of our various projects, as well as in our contracts with municipalities, we have endeavored to secure as favorable terms as are given to individual property owners similarly situated.

WORK FOLLOWING THE ARMISTICE.

Immediately following the armistice a great number of the housing projects were canceled and still others were curtailed. This involved much legal work, such as the return of requisitioned and purchased real property to the owners, or former owners, the sale or transfer of unused materials, the adjustment of construction contracts and subcontracts, and the settlement of claims growing out of the cancellation of orders, etc.

There was also involved the construction of the powers possessed by the corporation after the signing of the armistice and before the formal conclusion of peace. The housing act provides in section 5 that "the power and authority granted herein shall cease with the termination of the present war, except the power and authority to care for, sell, or rent such property as remains undisposed of and to conclude and execute contracts for the sale of property made during the war. Such property shall be sold as soon after the conclusion of the war as it can be advantageously done: *Provided*, That before any sale is consummated the same must be authorized by Congress." The members of the Legal Division reached the conclusion that legally the powers of the corporation continued until the formal declaration of peace, but that it was inadvisable as a matter of policy to continue work on any other than a salvage basis, except in so far as was necessary to carry out contracts already made and which could not be abandoned. It was further concluded that with the signing of peace the power of the corporation to sell property ceases, and that enabling legislation will then be necessary by Congress "before any sale is consummated" "after the conclusion of the war." It seems quite clear from this and other provisions of the act, however, that until such "termination of the present war" the corporation has full power to sell any property acquired under the terms of the act, subject only to the provision (sec. 1-c) that there should be a first lien reserved for the unpaid purchase price. Under this construction we have advised that the corporation had power to sell various supplies and materials which

were no longer needed (and which would have greatly deteriorated had we been compelled to hold or store the property pending further authorization); and we have also returned in many instances unimproved real estate to the former owners, as above stated.¹

While it has not been the function of the Legal Division to determine the prices to be received for property sold, or amounts to be paid in the adjustment of contracts and other claims, beyond laying down the general principles to govern, it is believed that an examination of the report of the corporation covering such settlements will show that the interests of the Government have been carefully considered and protected and that it has been fortunate that the corporation possessed the power to make prompt and favorable adjustments.

EMPLOYMENT OF LOCAL COUNSEL.

The Legal Division has been particularly fortunate in the personnel of its local counsel. In every case we have asked the counsel so employed to regard their work as on a patriotic basis. They have without exception responded generously to this appeal, some of them making no charge for their services and others making their charges much less than would be made for similar services rendered other clients. There was no element of patronage involved in their selection, therefore. These counsel have been of the greatest aid in our work, as many of the legal questions coming before us were so distinctly local in character that the corporation has been compelled largely to depend on local counsel for their solution. This is particularly true with reference to questions of real property.

PERSONNEL OF LEGAL DIVISION.

From the time of the organization of the Housing Corporation until August, 1918, Mr. Albert B. Kerr, of the firm of Zabriskie, Sage, Kerr & Gray, of New York City, served as chief counsel. On his resignation he was succeeded in September by Mr. Charles P. Howland, of the firm of Murray, Prentice & Howland, of New York City, who continued as chief counsel until the close of 1918, when he was succeeded by Mr. Stuart Chevalier, who had served as assistant counsel under Mr. Kerr and Mr. Howland. In June, 1919, Mr. Chevalier resigned and was succeeded by Mr. Thomas W. O'Brien, of the firm of Colbert & O'Brien, of Washington, D. C., who had served as acting solicitor for the Department of Labor through the period of the war. The following lawyers have also rendered

¹ Act approved July 19, 1919 (See p. 58, amended section 5 of the original act of May 16, 1918), granted the corporation full power and authority to sell and convey all property remaining undisposed of after the termination of the war as formally proclaimed by the President, and provides the manner in which the deeds shall be executed. The affairs of the corporation are to be wound up as promptly as possible.

services during varying periods of time as members of the Legal Division: Messrs. A. L. Boulware, Henry Gale, John J. Goldy, Herbert V. Juul, I. Kellner, Bernard W. McElroy, Lester C. Manson, A. D. Monteath, Edward R. Otheman, J. Wirt Turner, and Louis S. Weiss. Mr. E. E. Jacobsen has served as contract adviser with the Construction Division.

ALBERT B. KERR,

Chief Counsel, May, 1918, to August 14, 1918.

CHARLES P. HOWLAND,

Chief Counsel, September 1, 1918, to December 15, 1918.

STUART CHEVALIER,

Chief Counsel January 1, 1919, to June 15, 1919.

THOMAS W. O'BRIEN,

Chief Counsel, June 15, 1919, to ———.

FORM OF AGREEMENT FOR PAYMENT IN LIEU OF TAXES.

This agreement, made this day of 19.., by and between the United States Housing Corporation, a corporation organized and acting by authority of the President of the United States and the Secretary of Labor (hereinafter called the Housing Corporation), and the city of, a municipal corporation located in the State of, organized and existing under and by virtue of the laws of the said State of (hereinafter called the city).

Witnesseth:

Whereas the Housing Corporation was organized and exists solely for the purpose of acting as an agency of the United States of America to administer and carry out the provisions of an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, as amended by an act entitled "An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes," approved June 4, 1918, so far as the same relates to housing for war needs; and

Whereas the entire capital stock of the said Housing Corporation is held by the Secretary of Labor as trustee for the United States of America, and all the property owned by the said Housing Corporation was acquired, and is held, solely for the accomplishment of the purposes stated in said acts of Congress, and said property, upon the accomplishment of said purposes, is to revert to the United States of America; and

Whereas the said Housing Corporation is the owner of, and/or may hereafter become the owner of, certain land, together with the improvements thereon, located within the territorial limits of the said city, and desires to provide for said property, and the persons who now, or may hereafter reside thereon, the utilities, facilities, protection, services, benefits, and averages, now being furnished and afforded, and which may hereafter be furnished and afforded by the said city to the property and residents of said city; and

Whereas on the day of, 19.., an agreement was made and entered into by said city by....., its mayor, and the said Housing Corporation (hereinafter referred to as initial agreement), providing for the construction of certain utilities in said city; and

Whereas the said property of the Housing Corporation is not subject to taxation by the said city;

1. Now, therefore, the city of hereby agrees during the period covered by this contract, to furnish to the property in said city, owned, or which may be hereafter acquired, by the Housing Corporation, and to the persons resident thereon, all

of the utilities, facilities, protection, services, benefits, and advantages now and/or hereafter furnished by the said city to property within its territorial limits, which is subject to taxation and to the persons resident thereon.

2. It is agreed by and between the parties hereto that the said initial agreement by and between the said city of and the Housing Corporation is hereby made a part of this agreement with the same force and effect as if herein set out in full, and the special provisions of said agreement so far as they conflict with the provisions of this agreement shall govern and control the provisions of this agreement in so far as this agreement covers the subject matter of said initial agreement: *Provided, however*, That whenever and wherever in said initial agreement it is provided that the city of may levy taxes or special assessments against the property of the Housing Corporation in order to reimburse said city for the costs or a part of the costs of utilities or facilities furnished as in said agreement provided for, such provisions shall be held and construed to mean and require the Housing Corporation to pay to such city (at a time and in the manner that taxes or special assessments for such purpose would be payable) an amount equal to the amount which would be taxed or assessed against the property of the Housing Corporation, as set out in said initial agreement, were the property of the Housing Corporation subject to taxation, said amount to be so paid by the Housing Corporation in lieu of such taxes or special assessments as were provided for in said initial agreement and not in addition thereto.

3. All utilities, facilities, protection, services, benefits, and advantages furnished and afforded by said city, the expense of which is met by general ad valorem taxation of the property within said city, shall be hereafter designated as "general facilities," and the utilities, facilities, protection, services, benefits, and advantages furnished and afforded by said city, the expense of which is met by special assessments, shall be hereinafter referred to as "special facilities."

4. The cost of all special facilities which have been or which shall hereafter be furnished or afforded by said city which are provided for by said initial agreement shall be paid in the manner provided in said initial agreement, as amended by article 2 of this agreement.

5. (a) The Housing Corporation shall pay to said city, during the period covered by this contract, for all special facilities furnished or provided to the said real property of the Housing Corporation and the residents thereon, and not provided for in said initial agreement (at the time and in the manner that a special assessment for such purpose would be payable), an amount equal to the amount which would be assessed against said real property as a special assessment were said real property of the Housing Corporation subject to taxation.

(b) The Housing Corporation shall also pay to said city, at the time and in the manner hereinafter provided, its just proportion of the costs of all general facilities furnished and afforded by said city to said property, and the residents thereof, which shall be determined as hereinafter in this article provided.

(c) The real property of the said Housing Corporation, and the improvements thereon, situated within the territorial limits of said city, shall be appraised by the officer or officers of said city whose duty it is to appraise real property for the purposes of taxation. Such property shall be appraised as of the same time, in the same manner, and upon the same basis as the taxable property of residents of said city. In the event taxes collectible on the taxable property in said city within the first current year covered by this agreement, are levied upon an appraisal or appraisals made prior to the date of this agreement, such appraisals of said property shall be accepted in lieu of the appraisal or appraisals above provided for.

(d) The appraised value of said real property shall be multiplied by the tax rate adopted for the current year by said city as the

basis for raising revenue for general municipal purposes and the result shall be the amount to be paid by the Housing Corporation to the city for furnishing and affording general facilities for that year.

(e) The current year, within the meaning of this contract, shall begin upon the date when the Housing Corporation would be liable for taxes were its property subject to taxation. The first current year covered by this agreement shall begin on the day of, 19...., and shall end on the day of, 19....

(f) The payment by the Housing Corporation under this article shall be made to said city (or credited to said city as provided in article 7 hereof) when taxes would be payable by the Housing Corporation to said city were its property subject to taxation, and such payments shall be subject to the same discounts and penalties as taxes, except that no penalties shall accrue against the Housing Corporation on the money held as offset against the city in accordance with article 7 hereof.

(g) The Housing Corporation shall be entitled to all rights and privileges afforded to taxpayers incident to general and/or special facilities as set out in this agreement, including the making of improvements, the levying of assessments, the valuation of property, and the levying and collection of taxes; and the Housing Corporation shall have the right to raise any and all questions relating thereto which might be raised by taxpayers and may have such questions determined by a board of arbitration. Said board shall consist of three members—one chosen by the Housing Corporation, one by the municipality, and the third by these two. The decision of the majority of said board of arbitrators shall be binding upon both parties.

6. (a) Within 10 days after the making of any appraisal of said property, hereafter made for the purpose of determining the amount to be paid by the Housing Corporation to said city, as herein provided, the said city shall notify the Housing Corporation, in writing, by mail, of the amount of such appraisal.

(b) Within 10 days after the determination by the city of the charges for any special facilities made by said city to the Housing Corporation pursuant to the provisions of subdivision (a) of article 5 of this agreement, the said city shall notify the Housing Corporation in writing, by mail, of the amount and purpose of said charge.

7. All amounts which may become due and payable by the Housing Corporation to the city hereunder shall be offset against the amounts to be paid by the city to the Housing Corporation under the said initial agreement until the entire sum to be paid by said city to the Housing Corporation under said agreement shall have been fully paid, provided, however, that the offset of any sum shall constitute payment pro tanto of the amount due and payable to said city under the terms of this agreement.

8. In the event said initial agreement between the Housing Corporation and the city, signed on behalf of said city by, as its mayor, or this agreement, shall not be fully performed by said city, or in the event said agreement or this agreement shall be held, for any reason, to be not binding upon said city, the Housing Corporation shall not be bound by this agreement and shall be released from all obligations hereby assumed.

9. The amount to be paid by the Housing Corporation as herein provided shall be in lieu of all taxes and assessments, for any municipal purpose whatsoever, levied by, or under the authority of the laws of the State and/or city above mentioned, and not in addition thereto; and any attempt by said city, or anyone on behalf of said city, to subject any property of the Housing Corporation in said city to taxation or assessment for any municipal purpose shall release the Housing Corporation from all obligations under this agreement.

10. This agreement shall begin to operate and continue in force during such period of time as the Housing Corporation owns real

property, or any interest therein, in said city, with respect to the property or interest so owned by it.

Witness the hands of the parties hereto in triplicate the day and year first above written.

UNITED STATES HOUSING CORPORATION,
By,
President.

Attest:,
Secretary.

CITY OF,
By,
Mayor.

Attest:

Form of agreement for payments in lieu of taxes in cases where no previous agreement with city exists.

This agreement, made this day of, 19.., by and between the United States Housing Corporation, a corporation organized under the laws of the State of New York, acting by authority of the President of the United States and the Secretary of Labor (hereinafter called the Housing Corporation), and the, a municipal corporation located in the, organized and existing under and by virtue of the laws of the said State of (hereinafter called the city),

Witnesseth: Whereas the Housing Corporation was organized and exists solely for the purpose of acting as an agency of the United States of America to administer and carry out the provisions of an act of Congress entitled "An act to authorize the President to provide housing for war needs," approved May 16, 1918, as amended by an act entitled "An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes," approved June 4, 1918, so far as the same relates to housing for war needs; and

Whereas the entire capital stock of the said Housing Corporation is held by the Secretary of Labor as trustee for the United States of America, and all the property owned by the said Housing Corporation was acquired, and is held, solely for the accomplishment of the purposes stated in said acts of Congress, and said property, upon the accomplishment of said purposes, is to revert to the United States of America; and

Whereas the said Housing Corporation is the owner of certain land, together with the improvements thereon, located within the territorial limits of said city, and desires to provide for said property, and the persons who now, or may hereafter reside thereon, the utilities, facilities, protection, services, benefits, and advantages, now being furnished and afforded and which may hereafter be furnished and afforded by the said city to the property and residents in said city; and

Whereas the said property of the Housing Corporation is not subject to taxation by the said city:

1. Now, therefore, the city of hereby agrees, during the period covered by this contract, to furnish to the property in said city owned by the United States Housing Corporation and to the persons resident thereon all of the utilities, facilities, protection, services, benefits, and advantages now and/or hereafter furnished by the said city to property within its territorial limits which is subject to taxation and to the persons resident thereon.

2. All utilities, facilities, protection, services, benefits, and advantages furnished and afforded by said city the expense of which is met by general ad valorem taxation of the property within said city shall be hereinafter designated as "general facilities," and the utilities, facilities, protection, services, benefits, and advantages

furnished and afforded by said city the expense of which is met by special assessments shall be hereinafter referred to as "special facilities."

3. (a) The Housing Corporation shall pay to said city during the period covered by this contract, for all special facilities furnished or provided to the said real property of the Housing Corporation, or to the residents thereon (at the time and in the manner that a special assessment for each purpose would be payable), an amount equal to the amount which would be assessed against said real property as a special assessment were said real property subject to taxation.

(b) The Housing Corporation shall also pay to said city at the time and in the manner hereinafter provided its just proportion of the costs of all general facilities furnished and afforded by said city to said property, and to the residents thereof, which shall be determined as hereinafter in this article provided.

(c) The real property of the said Housing Corporation and the improvements thereon situated within the territorial limits of said city shall be appraised by the officer or officers of said city whose duty it is to appraise real property for the purposes of taxation. Such real property shall be appraised as of the same time, in the same manner, and upon the same basis as the taxable real property of residents of said city. In the event taxes collectible on the taxable property in said city within the first current year covered by this agreement are levied upon an appraisal made prior to the date of this agreement, such appraisal of said property shall be accepted in lieu of the appraisal above provided for.

(d) The appraised value of said real property shall be multiplied by the tax rate adopted for the current year by said city as the basis for raising revenue for general municipal purposes, and the result shall be the amount to be paid by the Housing Corporation to the city for furnishing and affording general facilities for that year.

(e) The current year, within the meaning of this contract, shall begin upon the date when the Housing Corporation would be liable for taxes were its property subject to taxation. The first current year covered by this agreement shall begin on the day of, 19.., and shall end on the day of, 19..

(f) The payments by the Housing Corporation under this article shall be made to said city when taxes would be payable by the Housing Corporation to said city were its property subject to taxation, and such payments shall be subject to the same discounts and penalties as taxes.

(g) The Housing Corporation shall be entitled to all rights and privileges afforded to taxpayers incident to general and/or special facilities, as set out in this agreement, including the making of improvements, the levying of assessments, the valuation of property, and the levying and collection of taxes; and the Housing Corporation shall have the right to raise any and all questions relating thereto which might be raised by taxpayers and may have such questions determined by a board of arbitration. Said board shall consist of three members—one chosen by the Housing Corporation, one by the municipality, and the third by these two. The decision of the majority of said board of arbitrators shall be binding on both parties.

4. (a) Within 10 days after the making of any appraisal of said property, hereafter made for the purpose of determining the amount to be paid by the Housing Corporation to said city, as herein provided, the said city shall notify the Housing Corporation in writing, by mail, of the amount of such appraisal.

(b) Within 10 days after the determination by the city of the charges for any special facilities made by said city to the Housing Corporation pursuant to the provisions of subdivision (a) of article 3 of this agreement, the said city shall notify the Housing Corporation in writing, by mail, of the amount and purpose of said charge.

5. In the event that this agreement shall not be fully performed by said city, or in the event this agreement shall be held, for any reason, to be not binding upon said city, the Housing Corporation shall not be bound by this agreement and shall be released from any and all obligations hereby assumed.

6. The amount to be paid by the Housing Corporation as herein provided shall be in lieu of all taxes and assessments for any municipal purpose whatsoever levied by or under the authority of the laws of the State and/or city above mentioned, and not in addition thereto; and any attempt by said city, or anyone in behalf of said city, to subject any property of the Housing Corporation in said city to taxation or assessment for any municipal purpose shall release the Housing Corporation from all obligations under this agreement.

7. This agreement shall begin to operate and continue in force during such period of time as the Housing Corporation owns real property in said city or any interest therein with respect to property interest so owned by it.

Witness the hands of the parties hereto in triplicate the day and year first above written.

UNITED STATES HOUSING CORPORATION,
By

President.

Attest:

.....
CITY OF.....
By

Mayor.

Witnesses:

.....
.....

FORM OF TRANSPORTATION AGREEMENT.¹

This agreement, made the day of, 1919, by and between the United States Housing Corporation, organized and existing under the laws of the State of New York, acting by authority of the President and the Secretary of Labor (hereinafter called the Housing Corporation), and a corporation organized and existing under the laws of the State of (hereinafter called the company).

Witnesseth:

Whereas the Congress declared by joint resolutions approved April 6, 1917, and December 7, 1917, that a state of war exists between the United States of America and Germany and Austria-Hungary, respectively, and declared by an act approved May 16, 1918, that it is essential that provision be made for housing facilities, local transportation, and other general community utilities for industrial workers engaged in industries connected with, and essential to the national defense, and for employees of the United States whose services in war work require them to reside in certain localities, and the President by Executive order dated June 18, 1918, directed that the Secretary of Labor should have and exercise all power and authority vested in the President by said act of May 16, 1918, and by an act approved June 4, 1918, making appropriations for housing for war needs, and the Housing Corporation was created pursuant to said acts and authority; and

Whereas the company is operating a system of street railways in the cities of, and the vicinity thereof, in which are situated certain arsenals, navy yards, and/or industries connected with and essential to the national defense; and

Whereas it is essential that additional extensions, facilities, and equipment be provided in order properly to transport the largely increased number of operatives employed in said arsenals, navy yards, and/or industries, to and from their various places of employ-

¹ Conditions varied in contracts with different companies.

ment, in order that the production of such plants shall not be curtailed during the war; and

Whereas the company is not in a position to supply the capital necessary for the construction and installation of such additional extensions, facilities, and equipment, to meet the abnormal demand created by war conditions, the Housing Corporation is willing to provide the same in the manner and upon the terms and conditions hereinafter contained; and

Whereas all things necessary to constitute the instrument a valid, binding, legal agreement have been duly authorized, done, and performed by both parties hereto:

Now, therefore, for and in consideration of the premises and the mutual covenants herein contained, the Housing Corporation agrees to expend, and the company agrees to repay the sum necessarily required to obtain such extensions, facilities, and equipment estimated at approximately dollars (\$.....), upon the following terms and conditions:

1. *Authority.*—The company, in the name of and as agent for the Housing Corporation, shall forthwith apply for and make every effort to obtain at the earliest possible moment any and all permits, licenses, franchises, approvals, and consents necessary to enable it to construct, acquire, operate, and maintain the facilities provided for in this agreement, all of which shall be issued to and be the exclusive property of the Housing Corporation. The Housing Corporation, if the company desires, shall support such application of the company and do everything in its power to urge and secure favorable consideration thereof.

2. *Construction.*—The company, as agent for the Housing Corporation, upon receiving said permits, licenses, franchises, approvals, and consents, shall commence immediately and complete with the utmost dispatch for the account of the Housing Corporation, the following facilities and extensions of its tracks in and between the cities of suitable for the operation of its street car system (hereinafter called "Additions"), to wit:

The company, in its own name, but acting as agent for the Housing Corporation, shall also as soon as may be after the execution of this agreement place an order or orders with such car builder or builders as the Housing Corporation may approve for the purchase of the following-described cars, hereinafter called cars, title to which shall immediately vest in the Housing Corporation, to wit:

All the foregoing descriptions are subject to and shall be supplemented by complete plans, specifications, drawings, and blue prints, setting forth the details of the aforesaid additions and cars with greater exactitude and particularity, which supplementary documents shall be submitted by the company and approved in writing by the Housing Corporation. Upon such submission and approval the said supplementary documents shall form a part of this agreement with the same force and effect as though the matter therein contained was herein embodied and set out in full. The Housing Corporation may from time to time order such modification in the proposed plans and in the additions and cars as it may deem advisable, and the company shall be bound thereby. Orders for the materials to be used in the additions and cars shall be placed by the company in the name of and as agent for the Housing Corporation and all of said materials shall be billed to the Housing Corporation, care of the company.

3. *Completion.*—The additions and cars shall be completed and placed in operation as soon as possible, and not later than, 19.., subject, however, to any delays due to interference from State or municipal authorities, delays in delivery, the acts of God or the public enemy, or such delays as are deemed by the Housing Corporation to be unavoidable.

4. *Materials.*—The Housing Corporation, if the company deems it necessary and requests it to do so, shall use its best efforts to

secure priority in the delivery of said cars and of any materials needed for the said additions.

5. *Operation.*—Until the repayment of the expenditures hereunder, principal and interest, the company shall operate its lines, together with the addition and cars herein provided by the Housing Corporation, at its sole risk and expense, and during the existing war, preferential treatment and priority of service, as to schedules and otherwise, shall be given by the company, in a manner satisfactory to the Housing Corporation, to the transportation of employees in arsenals, navy yards, and industries connected with and essential to the national defense, to and from their places of employment and otherwise, over and by all properties of the company. Such preference and priority shall likewise be given to such other services as the Housing Corporation is in its judgment entitled to in furtherance of the efficient prosecution of the war. In the event that this section or any action taken by virtue of it shall be challenged in any way, the company shall maintain and uphold the legality of the full and complete preference and priority of service during the war, as herein provided, and shall act accordingly, unless otherwise ordered by the public service commission of or a court of competent jurisdiction, and in that event the company shall give as complete preference and priority as is legally possible under such order. Should the Housing Corporation so desire, it may intervene and conduct any proceeding to uphold this section or any action taken thereunder in the company's place and stead, and in that event the company shall aid and cooperate with the Housing Corporation in such manner as the Housing Corporation shall direct.

The additions and cars shall be operated and maintained by the company in all respects as similar integral parts of the company's railway system and without discrimination as to fares charged, transfer privileges granted, or otherwise.

6. *Accounts and inspection.*—A separate account shall be kept by the company, in accordance with the Interstate Commerce classification, of all costs and expenditures provided for in this agreement in connection with the construction, equipment, and operation of the said additions and the procurement of said cars, and the said Housing Corporation shall have full and free access to the books of account and other data of the company at all times in order to determine the cost and expenditures applicable to such construction, procurement, and operation, and may provide such audit and check upon such expenditures as it may deem advisable. All such account books and data shall be retained and preserved by the company until the payments herein provided to be made by it have been completed.

7. *Maintenance and insurance.*—The company at all times, until the repayment of the expenditures, principal and interest, shall keep the additions and cars and all parts thereof and any replacements of any parts thereof in good and sufficient repair and condition and shall replace all loss due to any cause whatsoever, reasonable wear and tear excepted, and shall pay all taxes, rates, levies, and/or assessments thereon or in connection therewith or the operation thereof.

At its sole expense it shall acquire and maintain on all of the additions and cars, fire and other customary insurance in an amount equal to their full value as an insurable risk and always in an amount at least to the unpaid balance of the expenditures if such unpaid balance does not exceed said value. Such insurance shall be payable to the Housing Corporation, as its interest may appear, it being understood and agreed, however, that in case of loss or damage by fire, the money received from such insurance, or so much thereof as shall be necessary, shall be made available to the company, if and as said company shall replace and restore the additions and/or cars so damaged to a condition quantitatively and qualitatively equal to their condition immediately before such loss or damage.

In the event of the default of the company in the payment of any tax, assessment charge or levy, or insurance premium provided to be paid hereunder by it, the Housing Corporation, at its option, may pay the same, in which event the Housing Corporation shall add the amount of any such item, as a present due amount, to the principal of the expenditures provided to be made and secured hereunder and, on payment thereof, shall also be subrogated to any lien therefor provided by law.

8. *Amount of expenditures.*—The Housing Corporation shall make available to the company, as its agent, in the manner hereinafter set forth, a sum (hereinbefore and hereinafter called the expenditures) sufficient to meet the actual cost, as hereinafter defined, of procuring and installing the additions and cars, which cost it is estimated, will be approximately dollars (\$.....), and not to exceed dollars, (\$.....) consisting of the following items: Object to be acquired,; estimated cost, \$.....

The Housing Corporation reserves the right at any time to increase or diminish the total amount to be advanced by it hereunder as the need for such increase or diminution may, in its sole judgment, require, and to apportion or reapportion the same among the different items.

9. *Cost.*—The actual cost of the additions and cars shall embrace the following items when, if, and as they are approved by the Housing Corporation:

In the case of the cars:

The purchase price of the cars and the charges for their delivery f. o. b. the company.

In the case of additions:

(a) The purchase price of all material used in the construction of said additions, f. o. b. the point of construction or delivery to the company.

(b) The compensation paid agents and employees of the company, other than its officers, prorating part time, or paid any contractor or subcontractor for work necessarily incident to the construction of such additions, during the term they are in the course of construction (hereinafter called the construction period).

(c) The cost of fire, employer's liability, compensation, or other insurance during the construction period in institutions approved by the Housing Corporation.

(d) Any additional item or items which the Housing Corporation, at the termination of the construction period may, in its sole judgment, approve in writing as proper to include therein.

It is expressly understood that the company, on its part, is to do whatever is required from, by, or through it as agent and at cost without profit or commission. No general overhead expenses or allowances or legal fees shall be included in the said actual cost.

10. *Manner of advances.*—The sums to be expended shall be transmitted to the company by the Housing Corporation on presentation and approval of proper vouchers and requisitions, together with the receipts, bills of lading, certificates, abstracts of pay roll, or other documents duly approved by the company, showing the amount paid or payable by the Housing Corporation through the company as its agent, and evidencing the reason and cause for the same, all to be in form to be approved by the Housing Corporation.

Upon the approval by the Housing Corporation of such vouchers and requisitions, the amount set out in the same shall be paid to the company within 10 days after receipt and approval thereof. The Housing Corporation expressly reserves the right to make any payments for cars or material purchased directly to the person or corporation from whom such cars or material were purchased.

11. *Title.*—It is understood and agreed that, regardless of the agency, method, or manner of the advances, purchases, construction, or operation herein provided for and notwithstanding that

the additions are to be situated upon and/or physically attached to the land of the company and notwithstanding the delivery to and possession of the company, title to the same shall vest in the Housing Corporation upon procurement thereof by the company, and the Housing Corporation shall have and retain title to the additions and cars, and the additions shall be considered personal property severed from the realty until assigned upon payment of the expenditures, principal and interest, as hereinafter provided.

12. *Further assurance.*—The company shall execute further agreement or agreements and/or execute such further instruments as may be desired from time to time by the Housing Corporation to evidence its titles, liens, and rights hereunder. After the completion and installation of the additions and cars, upon the request of the Housing Corporation, the parties hereto shall execute a further bill of conditional sale in conformance with the terms hereof and with the laws of the States of relative to conditional sales of railroad equipment and facilities, hereinafter called the "statutory agreement."

13. *Pledge.*—As and when the first expenditures hereunder are made by the Housing Corporation the company shall pledge to and with the Housing Corporation as security a number of its first-mortgage bonds equal in value as appraised by the Housing Corporation in its sole judgment to 120 per cent of the amount herein estimated to be expended. Said pledge shall be conditioned upon the full and faithful performance of the terms, covenant, and conditions of this agreement, including the repayment of the expenditures, principal and interest.

14. *Recording and notice.*—Immediately after the execution of this agreement and from time to time thereafter, the company shall record and file such instruments and shall do such other things as shall be reasonably deemed necessary and expedient by the Housing Corporation for the full and complete protection of its right, title, and/or interest in the said additions, cars, and bonds, and shall furnish evidence to the Housing Corporation of such recording and filing and of such other things done. The company shall further, from time to time, as by law required, for the preservation of the said right, title, and/or interest of the Housing Corporation re-record and refile any and all of such instruments.

Upon shipment of the said cars a metal plate bearing the words "United States Housing Corporation, Owners," in plain letters, shall be permanently and securely placed and fastened upon each side of each car in such manner as to be readily visible. In case any of such plates or any of such marks shall at any time be removed, defaced, or destroyed, the company shall and will immediately restore or replace the same so that all of such cars and all of any cars replacing any of the same shall always be marked plainly on both sides with the name "United States Housing Corporation, Owners." The company shall not allow the name of any person, association, or corporation to be placed upon any of said cars which might reasonably be interpreted as a claim of ownership thereof by the company.

15. *Default.*—The company shall be permitted to retain possession of the cars at all times during the life of this agreement, so long as it shall observe the conditions and obligations hereof, but on default in due payment or performance, as in this agreement provided, the Housing Corporation shall have the right at its option to possess itself of the additions and cars immediately, and the Housing Corporation shall retain all payments which up to that time may have been made on account of the additions and cars and shall be entitled to collect, receive, and retain all unpaid mileage or per diem charges earned by the cars, and pending any sale thereof the Housing Corporation may lease or operate or cause the same to be operated, and receive and retain any and all proceeds from such lease or such operations. Upon such default, the company agrees to relinquish all claims or rights in and to the additions

and cars and franchises and will certify to that fact in writing at the request of the Housing Corporation. The Housing Corporation shall, upon application of any court of equity having jurisdiction in the premises, be entitled to a decree against the company requiring specific performance hereof.

If the company shall at any time hereafter make default, or refuse, neglect, or omit for any period exceeding 10 days to make any payments of interest or principal as herein provided, according to the tenor hereof, or shall refuse or fail to keep or perform any of the covenants or stipulations contained herein, on its part to be kept and performed, or in case proceedings shall be commenced against the company for the appointment of a receiver, or for the foreclosure of any deed of trust or mortgage, or shall the company make default in any of the payments required to be made under any of its car trust leases, conditional sales agreements, contracts, or obligations, or in the case of the institution of any proceedings either at law or in equity, whereby the control or ownership of its cars, equipment, railway property or franchises, or any part thereof, may be affected or disturbed, then and in any such events, the Housing Corporation may at its option declare due the amount of all expenditures made by it hereunder, principal and interest, and take such remedies for the collection thereof as are reserved to it hereunder or as it would have in law or in equity, and the company upon such default shall forfeit all right to the excess war cost hereinafter provided. Upon such default made, the Housing Corporation, subject to the terms of the statutory agreement, may sell the additions, cars, bonds, and/or franchises, or so much thereof as may be necessary, either at public auction or private sale, or sales, with or without notice, in such manner as it may deem expedient and beneficial to the parties hereto and after deduction of all expenses of such sale, and of possessing itself of such additions and cars, and all moneys paid for taxes, assessments, insurance, and charges of every sort by it, and of all charges of every kind and nature against said property which in its judgment are proper to be paid, and all expenses, including attorneys' and counsels' fees, it shall apply the net proceeds of such sale or sales to the payment of the then outstanding expenditures, principal and interest.

In case the proceeds of such sale shall be insufficient to repay the unpaid and outstanding amount of such expenditures and interest, the company shall be and remain liable for such deficiency, it being expressly understood that such sale shall in no way prejudice any right or cause of action of the Housing Corporation under this agreement.

The remedies hereunder created in favor of the Housing Corporation shall not be deemed exclusive or repugnant, but shall be cumulative and supplementary to each other and to all other remedies existing at law or in equity in favor of the Housing Corporation, and in the event of the sale of the additions and cars by the Housing Corporation by virtue of its title thereto, the pledged bonds shall remain as security for any remaining deficiency. In the event of sale, as hereinbefore provided, the Housing Corporation may, if it so elects, become the purchaser thereof.

16. *Interest.*—Until the expenditures have been completely repaid, as hereinafter provided, the company shall pay interest to the Housing Corporation semiannually, at the rate of 5 per cent per annum upon the amount expended by the Housing Corporation and at any given time outstanding hereunder. The interest shall begin to accrue upon the several installments of the expenditures hereunder from the several dates that such installments are made available to the company or payments are made directly for or in connection with the additions and cars.

17. *Excess war cost.*—On a date to be fixed by the Housing Corporation, not more than three years or less than one year after the close of the present war, as proclaimed by the President, an appraisal shall be had of the additions and cars acquired or created from the expenditures hereunder in order to fix the basis for repay-

ment, hereinafter called the "fixation value." In determining the fixation value the appraisers shall value the additions and cars at the cost of reproducing the same in a new state at the time of the appraisal. In no event shall the fixation value exceed the aggregate amount of the expenditures hereunder.

If the fixation of the additions and cars as so ascertained shall be less than the actual cost thereof as hereinbefore defined, the Housing Corporation shall abate the principal amount of the expenditures to be repaid by the company by deducting from the final installment or installments payable as hereinafter provided for an amount equal to the difference between the actual cost of the additions and cars and the fixation value with interest at 5 per cent upon such difference from the time of the completion of the said appraisal, hereinbefore and hereinafter called the "excess war cost."

The Housing Corporation reserves the right to reject the appraisal of any or all cars, and in the event of such rejection the Housing Corporation shall retain the cars where appraisal has been rejected free and clear of all right, title, or interest of the company in and to the said cars and free and clear of all encumbrances and charges of every sort and nature, the discharge from which the company shall obtain and warrant at the time of rejection. In the event of such rejection or rejections, the actual cost of the car or cars as rejected shall be deducted from the principal of the expenditures to be repaid by the company and shall not be included or considered in determining the excess war cost.

18. *Appraisal.*—Said appraisal shall be made by five disinterested appraisers conversant with transportation values, two of whom shall be selected by the Housing Corporation, two by the company, and a fifth by the four so chosen. If for any reason either party shall within 30 days after notice fail to appoint the appraisers on its part to be appointed, such appraisers may be designated by the then Secretary of Labor in such party's place and stead to act for the party so in default. In the event that within 30 days after the appointment of the last of the first four appraisers chosen the said four can not agree upon a fifth to complete their number, such fifth shall also be appointed by the then Secretary of Labor. The decision of a majority of the five appraisers thus chosen shall be binding upon both the Housing Corporation and the company. All decisions of the appraisers shall be reduced to writing and a signed copy thereof delivered to each of the parties. The expense of the appraisal shall be borne equally by the parties hereto.

19. *Repayment.*—The company shall at all times be privileged to anticipate payment on all or any part of the expenditures, principal, and interest.

The company shall pay to the Housing Corporation the total amount of the expenditures, less anticipated payments, if any, and less the actual cost of any car the appraisal of which has been rejected, in five successive annual installments, the first installment of which shall be equal to 15 per cent of the expenditures reduced by such deductions, if any. Said first installment shall be paid three months after the complete results of the hereinbefore mentioned appraisal, reduced to writing, shall have been signed, submitted, and accepted by both parties, but in no event later than six months after the date fixed by the Housing Corporation for the commencement of the said appraisal, and the balance shall be paid in four equal annual installments. The excess war cost, if any, shall be reserved and charged off against the final payment, installment, or installments, provided all the terms, covenants, and conditions of this agreement have been duly and fully performed. Upon every anticipated or installment payment of principal pledged bonds in the par value of the amount of such payment shall be released and returned to the company.

20. *Passage of title.*—Upon full and final payment by the company of the expenditures and interest, in the manner and form herein provided, and upon performance by the company of all

the terms, covenants, and conditions herein contained, the title to such additions and cars, and all right, title, and interest in and to the pledged bonds free and clear of the obligation of said pledge, shall pass to and vest in the company, and the Housing Corporation shall thereupon execute, at the expense of the company, any bill of sale or other instrument which may be reasonably required by the company as evidence of its title to the bonds, additions, and cars and of its compliance with the terms of this agreement.

21. *Nonparticipation of officials.*—No Member of or Delegate to Congress or Resident Commissioner, or any officer or employee of the United States, is or shall be admitted, directly or indirectly, to any share or part of this agreement, or to any benefit that might arise therefrom, but this article shall not apply to this agreement so far as the same may be within the operation or exception of section 116 of the act of Congress approved March 4, 1909 (35 Stat., 1109) or of section 1 of the housing act approved May 16, 1918.

22. *Covenant against transfer or encumbrance.*—Neither this agreement nor any interest therein shall be signed or transferred by the company.

23. *Settlement of disputes.*—This agreement shall be interpreted as a whole, and the intent of the whole instrument, rather than the interpretation of any special clause, shall govern. If any doubts or disputes shall arise as to the meaning, interpretation, or effect of this agreement, or any of its provisions, covenants, restrictions, or limitations, or of other instruments herein referred to, the matter in dispute shall be promptly referred to and be determined by a board which shall consist of three persons to be appointed one by the company, one by the Housing Corporation, and a third by the two so appointed. The findings and determination of the board, made by a majority thereof, shall be conclusive and binding upon both parties: *Provided, however,* That if either party shall deem itself aggrieved by any decision so made and shall give written notice thereof to the board herein provided within one week after the said board's decision, the said board shall submit the matter to the Secretary of Labor, whose decision thereupon shall be final and binding upon both parties hereto.

24. *Notice.*—All notices under this agreement shall be in writing and shall be sent by mail addressed to the Housing Corporation at Washington, D. C., and to the company at

25. *Waiver.*—No omission by the Housing Corporation in any instance to insist on any payment by the company upon the date when the same is due and/or to insist upon the performance of that or any other covenant of this agreement shall be construed as a waiver or curtailment of any of the rights of the Housing Corporation in any instance.

26. *Warranty against commissions.*—The company expressly warrants that the company has employed no third person to solicit or obtain this agreement or to cause or procure the same to be obtained upon compensation in any way contingent in whole or in part upon such procurement; and that the company has not paid or promised or agreed to pay to any third person in consideration of such procurement or in compensation for services in connection therewith any brokerage, commission, or percentage, upon the amount receivable by the company hereunder; and that the company has not, in estimating or fixing the estimated cost herein, included any sum by reason of such brokerage, commission, or percentage, and that all moneys payable to the company hereunder are free from obligation to any other person for services rendered, or supposed to have been rendered, in the procurement of this agreement. The company further agrees that any breach of this warranty shall constitute a substantial breach of this agreement with all the consequences and incidents hereinbefore provided as resulting from such breach.

27. *Definition.*—It is understood and agreed that whenever the words "Housing Corporation" is used herein the same shall be construed to include its president in his official capacity, and his or its

duly appointed representatives or successors, and the word "Company" as used herein shall be construed to include its duly authorized and appointed representatives, successors, and subsidiary companies.

In witness whereof the Housing Corporation and the company have caused this agreement to be executed in triplicate in their respective corporate names by their respective presidents and to have affixed thereunto their respective corporate seals, duly attested, the day and year first above written.

UNITED STATES HOUSING CORPORATION,

By....., President.

Attest:

....., Secretary.

By....., President.

Attest:

....., Secretary.

REVISED FORM OF CONTRACT FOR GENERAL CONSTRUCTION WORK.

UNITED STATES HOUSING CORPORATION.

Contract for general construction work.

This contract, made and concluded thisday of, 19.., by and between

....., (Name and address of contractor; and if corporation, state place of incorporation and address.)

party of the first part (hereinafter called the contractor), and the United States Housing Corporation (hereinafter called the owner), acting by authority of the President and the Secretary of Labor, party of the second part.

Witnesseth:

Whereas the President, by Executive order dated June 18, 1918, directed that "the Secretary of Labor shall have and exercise all power and authority vested in me by the act of Congress entitled 'An act to authorize the President to provide housing for war needs,' approved May 16, 1918, and the act of Congress entitled 'An act making appropriations to supply additional urgent deficiencies in appropriations for the fiscal year ending June 30, 1918, on account of war expenses and for other purposes,' approved June 4, 1918, in so far as the same relates to 'housing for war needs,' " and the said United States Housing Corporation having been created pursuant to said acts and said authority; and

Whereas proposals were asked from and submitted by responsible competing contractors for the work herein mentioned, and the bid of the above contractor was thereupon duly accepted in accordance with law, and a formal contract is to be entered into in accordance with such acceptance; and

Whereas the contractor has had experience in the execution of similar work, has an organization suitable for the performance of such work, and is ready to undertake the same upon the terms and conditions herein provided; and

Whereas the owner, wherever necessary, has engaged an architect, engineer, and town planner to furnish designs, engineering services, and town planning and all necessary detail required for the proper execution of the work herein contracted for:

Now, therefore, in consideration of the premises and of the payments to be made as hereinafter provided, the contractor hereby covenants and agrees with the owner to do and perform all work herein enumerated within the time agreed upon; to furnish such labor, materials, tools, machinery, equipment, facilities, and supplies as may be necessary and covered by this agreement;

to do all things necessary and in accordance with the drawings and specifications enumerated herein which form a part of and the basis of this contract, and which are fully numbered, described, and identified herein; to accept and abide by the following terms and provisions of this contract, and to do all things necessary for the completion of the following described work, to wit:

WORK TO BE DONE.

"A." The work to be done by the contractor is as follows:

LOCATION.

"B." The location of the project is:

PLANS, DRAWINGS, ETC.

"C." The plans, drawings, and specifications are made by:

"D." The plans, drawings, specifications, and addenda thereto are:

COST OF WORK.

"E." The estimated cost of the work, including plant rental, contractor's fee and overhead expenses, is:

PLANT RENTAL.

"F." The plant rental agreed upon is:

CONTRACTOR'S FEE.

"G." The contractor's fee, subject to the provisions of Article V, shall be:

TIME.

"H." The time within which the work contracted for herein shall be completed is:

BOND.

"I." The bond required of the contractor shall be in the sum of—

WORK TO BE DONE BY CONTRACTOR.

"K." The work which the contractor shall do with contractor's own forces consists of:

WORK TO BE SUBLET.

"L." The work which the contractor shall sublet consists of:

"M." Further requirements:

The proposal of the said contractor dated and addressed to the owner forms a part of this contract and is incorporated herein the same as if set forth fully and at large.

The terms and conditions of this contract are as follows:

ARTICLE I. Title to work—Subcontracts—Changes in specifications.—Title to all work completed or in course of completion shall

be in the owner; and the contractor agrees to execute the work contracted for with the contractor's own forces, except such portions as the contractor undertakes to sublet. Any portion of the work under this contract so sublet shall be in accordance with Article III, and if on a fee basis, the fee of the subcontractor shall include the salary of a resident superintendent who shall be maintained on the work at all times until the completion thereof; the furnishing and maintenance of all plant equipment and tools; the services of the subcontractor and all expenses of his home office; and shall be based in all respects on the requirements of Article II.

It is understood and agreed that the drawings and specifications are not complete, and that completed drawings and specifications will be made by the architect, engineer, or town planner from time to time during the progress of the work herein.

The owner, by written instructions or drawings issued to the contractor, may make changes in said drawings or specifications, issue additional instructions, drawings, and specifications, require additional work, or direct the omission of work previously ordered; and the provisions of this contract shall apply to all such changes, modifications, and additions with the same effect as if they were embodied in the original drawings and specifications. The contractor shall comply with all such instructions, drawings, and specifications.

ART. II. Plant equipment.—The contractor shall furnish all plant equipment, which shall include all machinery, appliances, wheel and road scrapers, and tools of every description that may be required for the speedy and efficient execution of the work, and shall at his own expense maintain same in a high state of efficiency for the duration of the work. Teams, wagons, and motor vehicles shall not be considered as plant equipment. All materials and labor which do not enter into the permanent work shall be considered as plant equipment, except as otherwise provided in the specifications above mentioned or in a schedule hereto attached.

The contractor shall pay all costs for transporting, loading, unloading, and handling said plant equipment and all upkeep and maintenance charges, fuel, oil, etc.

The necessary labor charges for the operation of machinery, boilers, etc., shall be considered as part of the cost of the work.

Upon completion of the work and when directed so to do, the contractor shall remove from the site at his own expense all plant equipment furnished by the contractor.

Plant rental.—The contractor agrees to accept a fixed price as rental for the use of all the plant equipment required in the execution of the branches of the work which will be done with his own forces and as stated under "F," page 2 hereof, which shall be payable in installments as the work progresses. The minimum of equipment which the contractor will furnish is shown on Schedule A, filed herewith, and the contractor agrees to furnish such additional plant equipment as the work may require, or which he may be directed to furnish, without further compensation.

Teams and trucking.—The contractor shall furnish all drivers, chauffeurs, teams of horses and wagons, and all motor trucks that may be required on the work for the purpose of hauling and distributing materials or for the transportation of employees. The contractor shall be paid the net amount of the hire or employment thereof: *Provided, however,* That where the contractor furnishes his own teams, wagons, and motor trucks, he shall be paid the prevailing rate for same. The number, character, and cost of such vehicles to be employed shall be subject to the approval of the owner.

ART. III. Material, labor, and subcontracts.—All materials shall be purchased by the contractor upon orders submitted to and approved by the owner. All such purchases shall be in conformity with the rules and regulations of the War Industries Board or other body or bodies authorized by the Federal Government and having competent jurisdiction.

The owner will, so far as the owner may deem wise, cooperate with the contractor in the purchase of materials required in the work, in the allocation of same, in the securing of priority certificates, and also in securing car service and routings and in the expediting of shipments. The contractor, however, will be held responsible for the delivery of material, and must employ the necessary traffic men for this purpose.

All listing of materials and planning of the operation of the work shall be done by the contractor prior to the organization of the field forces and shall be submitted to the owner for approval. The expenses in connection with this and other initial work, however, shall be paid by the contractor, and for such expenses the contractor shall not be entitled to any reimbursement.

The contractor will furnish and provide all labor, skilled and common, as may be required for the execution of the work, subject to the approval of the owner. The contractor shall make no departure from the standard rate of wages being paid in the locality where said work is being done without the prior consent and approval of the owner, and shall not attempt to secure labor at the expense of other Government work; and shall otherwise comply with Articles XIV, XV, and XVI hereof.

The contractor shall make such subcontracts as the contractor may deem necessary for work which can not be executed profitably or expeditiously by the contractor's own organization. In making such subcontracts, however, the approval of the owner shall first be obtained, and said subcontracts shall contain the provisions prescribed by (e), (f), (j), and (k) of Article IX hereof and be subject to the provisions of Articles XIV, XV, and XVI hereof.

ART. IV. *Cost of the work—Reimbursement of contractor.*—The owner shall make payments in the manner hereinafter described in Article VII for such of the contractor's actual net expenditures or obligations incurred in the performance of said work as may be approved or ratified by the owner and as are included in the following:

(a) All materials purchased for permanent use and incorporation in the work, including exceptions to plant equipment as mentioned in specifications for this work, or in an attached schedule, and including the transportation charges thereon.

(b) All labor employed on the work, except for handling, maintenance, etc., of plant equipment provided for in Article II.

(c) All payments made to subcontractors in accordance with the provisions of this contract.

(d) Transportation and expenses to and from the work of the necessary field forces for the economical and expeditious prosecution thereof, procuring labor, and expediting the production and transportation of material, said expenses not to exceed the amount, if any, prescribed by law. But no such expenses shall be incurred without first securing the consent in writing of the owner.

(e) Salaries of engineers, assistant superintendents, foremen, timekeepers, material men, and other employees at the field offices of the contractor in connection with said work and in accordance with schedule B attached hereto. In case the full time of any field employee of the contractor is not applied to said work but is divided between said work and other work, his salary shall be included in this item only in proportion to the actual time applied to this work. No increase in the salaries of the field forces shall be made without the approval of the owner.

(f) Buildings and equipment required for necessary field offices, storehouses, commissary, and hospital not a part of or included in plant equipment and the necessary cost of maintaining and operating same.

(g) Permit fees, deposits, royalties, and other similar items of expense incidental to the execution of this contract and necessarily incurred, all to be subject to the approval of the owner.

(h) Such bonds, public liability, workmen's compensation, and other insurance as the owner may require or approve, and such

losses and expenses not compensated by insurance or otherwise as are found by the owner to have been actually sustained by the contractor in connection with said work, and including settlements made with the consent and approval of the owner.

(i) Such other items as in the opinion of the owner should properly be borne by the owner.

The contractor shall not be reimbursed for expenses incurred in conducting contractor's main office or regularly established branch office for salaries of the contractor's executive officers or for any other overhead expense of any kind. Neither shall the contractor be reimbursed for the salary or living expenses of the contractor's representative on the work who shall act as chief superintendent and who shall receive and execute instructions issued by the owner.

The contractor shall take advantage to the extent of the contractor's ability of all discounts available. The contractor shall transmit to the owner all bills for supplies and materials incurred by the contractor in ample time to enable the owner to take advantage of such discounts as may be available.

All revenue from the operations of the commissary, hospital, or other facilities, and from rebates, rents, refunds, sale of temporary buildings, etc., shall be accounted for by the contractor and applied in reduction of the cost of the work.

The contractor shall assume responsibility for the proper and correct installation of all materials required in the works.

All costs for labor and materials incurred in rectifying errors due to carelessness or incompetency of the contractor, or of the contractor's employees or subcontractors, shall be paid by the contractor, and he shall not be reimbursed for same.

ART. V. *Contractor's fee.*—The owner agrees to pay and the contractor agrees to accept in full payment for services as contractor in the execution of this work the sum stated under "G," page 2 hereof. This fee is based on the amount of work described herein and in the drawings mentioned herein. One-half thereof shall be due and payable as the work progresses, and the remainder shall not be considered as earned until the completion of all of the work required by this contract.

If the owner shall materially increase or decrease the work so described by reason of additions, changes, or modifications, then the fee of the contractor shall be accordingly increased or decreased by the owner on the basis of the relation of the above fixed fee to the work so described, or on a basis as determined by the owner, and in accordance with the requirements of the act of Congress of May 16, 1918, governing this work.

In the event that the contractor, by reason of skill in executive management and organizing ability, shall reduce the total cost of the work below the estimated cost stated under "E," page 2 hereof, then the contractor shall receive in addition to the sum herein provided a proportion of the savings thus effected equal to one-fourth of the amount of such savings, such additional fee, however, not to exceed in amount one-half of the fee mentioned in "G" above: *Provided, however,* That if the completion of the whole work is delayed beyond the completion date provided in this agreement, then the contractor shall not receive any such additional fee unless it can be clearly established to the satisfaction of the owner that said delay was due to conditions beyond the control of the contractor and not preventable by any action of the contractor, but all claims arising from such delay shall be made at the time such delay occurs.

In the event that the total cost exceeds the estimated cost, there shall be deducted from the contractor's fee one-fourth of the amount of such excess cost, such deduction, however, not to exceed in amount one-half of the contractor's fee stated in "G" above. If, however, the owner is satisfied that the excess cost over said estimate was due to no negligence or mismanagement on the part of the contractor, but to conditions later arising and

beyond the power of control or of prevention by the contractor, the owner may remit said deduction or any part thereof.

But no payment made or withheld under this article shall affect or prejudice any right which the owner may have under the bond required by Article XIII hereof.

ART. VI. *Time of completion.*—It is mutually understood and agreed that time is of the essence of this contract, and that the whole of this work shall be completed ready for use as stated under "H" above. Any delay in the completion of the contract beyond said time shall be considered a breach thereof, unless it shall clearly appear to the satisfaction of the owner that such delay was due to conditions beyond the control of the contractor and in no wise preventable by any action of the contractor.

ART. VII. *Payments by owner.*—The owner will maintain at the work a works superintendent, an auditor and a disbursing agent, and will pay direct upon proper audit and certification:

(a) To the vendors for all materials received and accepted.

(b) All subcontractors under contracts made in accordance with the provisions of this agreement.

(c) Monthly payments to the contractor for the use of plant, based upon the percentage of work completed on the last day of the preceding month, as provided in Article II and as determined by the owner.

(d) Monthly payments to the contractor for services as provided in Article V, and to the subcontractor, where the subcontract so provides, based upon the percentage of work completed on the last day of the preceding month, and as determined by the owner.

(e) Such general and specific expenses of the contractor not included in the above, but which are clearly chargeable to the cost of the work as provided in Article IV.

(f) For net hire of teams of horses and wagons and motor trucks as provided in Article II of this contract.

The contractor will pay all wages on labor pay rolls when they become due, and will be reimbursed by the owner when pay rolls are duly certified to and verified by the owner. Thirty days after final completion and acceptance of the work the owner shall pay the contractor the unpaid balance due the contractor, and upon satisfactory evidence that the contractor has fulfilled all obligations up to said time.

ART. VIII. *Inspection and audit.*—The owner shall at all times be afforded proper facilities for inspection of the work and shall at all times have access to the premises, to the work and material, and to all books, records, correspondence, instructions, plans, drawings, receipts, vouchers, and memoranda of every description of the contractor pertaining to said work; and the contractor shall preserve for said purpose for a period of two years after the completion or cessation of work under this contract all the books, records, and other papers above mentioned. Any duly authorized representative of the contractor shall be accorded the privilege of examining the books, records, and papers of the owner relating to said work for the purpose of checking up and verifying the cost of said work. The forms and system of accounting to be employed by the contractor shall be such as are satisfactory to the owner. All machinery, equipment, material, supplies, and the like used in the performance of or furnished under this contract, and construction of facilities, equipment, machinery, and tools of the contractor and all workmanship shall be at all times subject to inspection by the owner, and the contractor shall furnish reasonable facilities and assistance for all such inspection, and whatever of such buildings, facilities, machinery, tools, and equipment, apparatus, lighting, heating, and ventilating apparatus, piping, etc., does not in all respects fulfill the requirements of this contract shall be rejected, and the decision of the owner as to such facts shall be final. The contractor agrees to immediately replace at his own expense all materials and the articles so rejected.

ART. IX. *Special requirements.*—The contractor hereby agrees—

(a) To begin the work herein specified at the earliest time practicable, and diligently proceed so that such work may be completed at the earliest possible date.

(b) To promptly pay for all labor or other service rendered.

(c) To procure and thereafter maintain such insurance in such forms and in such amounts and for such periods of time as the owner may approve or require.

(d) To procure all necessary permits and licenses, and obey and abide by all laws, regulations, ordinances, and other rules applying to such work of the United States of America, of the State or Territory wherein such work is done, of any subdivision thereof, and of any other duly constituted public authority.

(e) Unless this provision is waived by the owner, to insert in every contract made for the furnishing to the contractor, of services, materials, or supplies, for the purpose of the work hereunder, a provision that such contract is assignable to the owner; will make such contracts in the contractor's own name, and will not bind or purport to bind the owner.

(f) In every subcontract made in accordance with the provisions hereof, to require the subcontractor to agree to comply fully with all the undertakings and obligations of the contractor herein, excepting such as do not apply to such subcontractor's work.

(g) At all times to keep at the site of the work a duly appointed representative who shall receive and execute on the part of the contractor such notices, directions, and instructions as the owner may desire to give.

(h) At all times to use the best efforts in all acts hereunder to protect and subserve the interest of the owner.

(i) To make good any defects of construction or materials which may develop within one year from the date of completion of the work, the actual net cost of labor and materials only to be paid by the owner. No default of inspection or supervision on the part of the owner shall relieve the contractor from the obligation to furnish materials and workmanship of the kind and quality specified.

(j) To waive all liens for labor or materials and insert a similar waiver in all subcontracts; and further not to create, record, file, or cause to be created, recorded, or filed, any lien, mortgage, attachment, order, or other encumbrance against the aforesaid premises, or the improvements erected or intended to be erected thereon; the contractor to be responsible for any lien, attachment, order, or other encumbrance so filed or created on account of any claim against said contractor or any subcontractor. The owner, however, reserves the right to relieve the said contractor of the obligation under this clause in so far as it applies to liens other than those which might be created by the contractor upon the furnishing of a sufficient bond by the contractor, in addition to the bond required by Article XIII, and such other security as the owner may require. But nothing herein is to be construed as an admission that the property of the owner may be at any time subject to any liens or claims whatsoever.

(k) To take such precautions as may be necessary to prevent the start and spread of fires in the works in which the contractor is engaged under this contract. Rules and regulations shall be established and maintained prohibiting smoking and the lighting of fires in the vicinity of combustible material, and prohibiting the accumulation of waste, shavings, oily rags, and such other material as may cause or accelerate the spread of fire. Storehouses, material sheds, workshops, and lumber yards shall be supplied with fire-extinguishing apparatus of approved type and in such quantity as may be required. All regulations in regard to fire prevention shall be subject to the approval of the owner.

(l) To furnish as and when required by the owner a list showing the names of all persons employed in any capacity to aid in carry-

ing out the provisions of this contract by the contractor, the service rendered by each and the amount of compensation.

ART. X. *Right to terminate contract.*—Should the contractor at any time refuse, neglect, or fail in any respect to prosecute the work with promptness and diligence, or in a manner satisfactory to the owner, or default in the performance of any of the agreements herein contained, the owner may, at the owner's option, after five days' written notice to the contractor, terminate this contract and may enter upon the premises and take possession, for the purpose of completing said work, of all materials, tools, equipment, and appliances, and all options, privileges, and rights, and may complete or employ any other person or persons to complete said work. The contractor shall be paid for said plant equipment in accordance with Article II, less the cost of maintenance and repair thereof. Upon the completion of said work and when so notified by the owner, the contractor shall remove, at the contractor's own expense, said equipment, and upon failure to do so after 10 days' notice, the owner shall have the right to dispose of the same at public or private sale and to turn over the proceeds thereof to the contractor. In case of such termination of the contract, the owner shall pay to the contractor such amounts of money on account of the unpaid balance of the cost of the work and of the fee as will result in fully reimbursing the contractor for the cost of the work and the proportion of the fee earned up to the time of such termination. The contractor hereby agrees that the judgment of the owner as to the amount of such fee, cost, and plant rental shall be final, and that such payments when made shall constitute full settlement of all claims of the contractor against the owner for money claimed to be due to the contractor for any reason whatsoever. In case of such termination of the contract the owner shall further assume and become liable for all such obligations, commitments, and unliquidated claims as the contractor may have theretofore in good faith undertaken or incurred in connection with said work, and the contractor shall, as a condition of receiving the payments mentioned in this article, execute and deliver all such papers and take all such steps as the owner may require for the purpose of fully vesting in the owner the rights and benefits of the contractor, under such obligations or commitments. When the owner shall have performed the duties incumbent upon the owner under the provisions of this article, the owner shall thereafter be entirely released and discharged of and from any and all demands, actions, or claims of any kind on the part of the contractor hereunder or on account hereof.

ART. XI. *Abandonment of work by the owner.*—If conditions should arise which in the opinion of the owner make it advisable or necessary to cease work under this contract, the owner may abandon the work and terminate this contract. In such case the owner shall assume and become liable for all such obligations, commitments, and unliquidated claims as the contractor may have theretofore, in good faith, undertaken or incurred in connection with said work; and the contractor shall, as a condition of receiving the payments mentioned in this article, execute and deliver all such papers, and take all such steps as the owner may require for the purpose of fully vesting in the owner the rights and benefits of the contractor under such obligations or commitments. The owner shall pay to the contractor on such abandonment such an amount of money on account of the unpaid balance of the cost of the work and of the fee and for the plant equipment as will result in the contractor receiving full reimbursement for the cost of the work, a proper proportion of the whole fee specified in Article V and "G" above, and of the plant equipment, specified in Article II and "F" above. When the owner shall have performed the duties incumbent upon the owner under the provisions of this article, the owner shall thereafter be entirely released and discharged of and from any and all demands, actions, or claims

of any kind on the part of the contractor hereunder or on account hereof.

ART. XII. *Indemnification of owner and protection of persons and property.*—To the extent of liability insurance authorized by the owner, the contractor undertakes to indemnify and save harmless the owner, and for and on account of the owner to make defense against all claims for damages to persons or to property alleged by claimants to have been caused through the negligent performance of any part of the work herein, whether such default be asserted to have been by the contractor or by a subcontractor, or to have been in the performance of a duty to employees, to owners of property, or to members of the public. The contractor shall maintain adequate protection of all of the contractor's property and work, and of the property of the owner involved in or under this contract; and shall further see that all necessary precautions are taken for the protection of adjoining property, sidewalks, curbs, streets, etc., and of all persons lawfully on or near said property. The contractor further agrees to hold the owner or the owner's officers, agents, or employees harmless against any claim for any violation or infringement by the contractor or any subcontractor of any letters patent in the course of any work done or material furnished hereunder.

ART. XIII. *Bond.*—The contractor shall prior to commencing the said work furnish a bond, with sureties satisfactory at all times to the owner in the amount as stated under "I" page 2 above, conditioned upon the full and faithful performance of all the terms, conditions, and provisions of this contract by the contractor and upon the prompt payment by the contractor of all bills for labor, material, or other service furnished to the contractor in so far as this contract so requires, and the satisfaction of all liens or charges against the property or claims against the owner arising through any act or omission of the contractor or of any subcontractor or employee of the contractor. Before final payment under this contract shall be made to the contractor, he shall execute and deliver to the owner a certificate, duly verified, stating that no liens or claims exist by reason of any work performed under this contract which may be chargeable to the owner and that all financial obligations on the part of the contractor and arising out of the work performed hereunder have been satisfied.

ART. XIV. *Laws and restrictions relative to labor.*—All work required in carrying out this contract shall be performed in full compliance with the laws of the State, Territory, or District where such labor is performed: *Provided*, That the contractor shall not employ in the performance of this contract any minor under the age of 14 years or permit any minor between the ages of 14 and 16 years to work more than eight hours in any one day, more than six days in any one week, or before 6 a. m. or after 7 p. m. Nor shall the contractor directly or indirectly employ any person undergoing sentence of imprisonment at hard labor which may have been imposed by a court of any State, Territory, or municipality, having criminal jurisdiction: *Provided, however*, That the President of the United States may by Executive order, modify this provision with respect to the employment of convict labor and provide the terms and conditions upon which such labor may be employed. This provision shall be of the essence of the contract.

ART. XV. *Eight-hour basic day—Time and one-half for overtime—Damages for violation.*—Wages of laborers, operatives, and mechanics doing any part of the work contemplated by this contract in the employ of the contractor shall be computed upon a basic day rate of eight hours' work, with overtime rates to be paid for at not less than time and one-half for all hours in excess of eight hours. Compliance by the contractor with the provisions of this article shall be of the essence of the contract.

ART. XVI. *Labor disputes.*—In the event that labor disputes shall arise directly affecting the performance of this contract, and

causing or likely to cause any delay in making the deliveries, the Secretary of Labor may settle or cause to be settled such disputes, and the parties hereto agree to accede to and to comply with all the terms of such settlement. If the contractor is thereby required to pay labor costs higher than those prevailing in the performance of this contract immediately prior to such settlement, the Secretary of Labor or his representative in making such settlement and as a part thereof may direct that a fair and just addition to the estimated cost in Article V shall be made therefor, but if such settlement reduces such labor costs to the contractor, the Secretary of Labor or his representative may direct that a fair and just reduction be made from the said estimate. No claim for addition shall be made unless the increase was ordered in writing by the Secretary of Labor or his duly authorized representative, and such addition to the estimate was directed as part of the settlement. Every decision or determination made under this article by the Secretary of Labor or his duly authorized representative shall be final and binding upon the parties hereto. Compliance with the provisions of this article shall be of the essence of this contract.

ART. XVII. Nonparticipation of officials.—It is hereby agreed that no Member of or Delegate to Congress or Resident Commissioner, nor any officer or employee of the United States, is or shall be admitted, directly or indirectly, to any share or part of this contract, or to any benefit that might arise therefrom; but this article shall not apply to this contract so far as this contract may be within the operation or exception of section 116 of the act of Congress approved March 4, 1909 (35 Stat., 1109), or of section 1 of the housing act above mentioned.

ART. XVIII. Right to transfer.—Neither this contract, nor any interest therein, shall be assigned or transferred by the contractor. (See sec. 3737 R. S., U. S.)

ART. XIX. Settlement of disputes.—This contract shall be interpreted as a whole, and the intent of the whole instrument, rather than the interpretation of any special clause, shall govern. If any doubts or disputes shall arise as to the meaning or interpretation of anything in this contract, the owner's decision shall govern, and if the contractor shall consider itself (himself) prejudiced by any decision of the owner made under any provision hereof, the contractor shall have the right to submit the same to the Secretary of Labor, whose decision shall be final and binding upon both parties hereto. But said reference shall be taken within 15 days after said decision of the owner.

ART. XX. Owner's control of work. The contractor shall, in the performance of this contract, comply with and be bound by all directions, instructions, and decisions of the owner or of the owner's authorized representative, who shall have general supervision and control of the work; and compliance by the contractor with any such directions, instructions, or decisions shall be a justification of and protection to the contractor for any action so taken. The owner shall have the right to suspend or dismiss any of the contractor's assistants or employees in said work at any time should the owner deem it to be to the best interest of the work or of the owner so to do.

ART. XXI. Warranty against commissions.—The contractor expressly warrants that the contractor has employed no third person to solicit or obtain this contract or to cause or procure the same to be obtained upon compensation in any way contingent in whole or in part upon such procurement; and that the contractor has not paid or promised or agreed to pay to any third person in consideration of such procurement or in compensation for services in connection therewith any brokerage, commission, or percentage upon the amount receivable by the contractor hereunder; and that the contractor has not, in estimating or fixing the contract price herein, included any sum by reason of any such brokerage, commission, or percentage; and that all moneys payable to the contractor

hereunder are free from obligation to any other person for services rendered, or supposed to have been rendered, in the procurement of this contract. The contractor further agrees that any breach of this warranty shall constitute adequate cause for the annulment of this contract by the owner, and that the owner may retain from any sums due or to become due hereunder an amount equal to any brokerage, commission, or percentage so paid or agreed to be paid.

ART. XXII. Inurement and definition.—This contract shall bind and inure to the contractor and its (his) successors. It is understood and agreed that wherever the word "owner" is used herein, the same shall be construed to include the Director of the Bureau of Industrial Housing and Transportation in his official capacity, or his duly appointed representatives or successor in office, or any agency which may be designated or created to carry out the provisions of the housing act above mentioned, and this contract may be formally assigned to such agency.

Witness the hands of the parties hereto the day and year first above written, all in triplicate.

By

Witnesses:

.....

UNITED STATES HOUSING CORPORATION,
By
President.

Attest:

.....
Secretary.

Approved:

.....
Manager Construction Division.

Approved as to form by:

.....
Legal Division.

BOND.

Know all men by these presents, That we,
..... (a corporation organized and existing under the laws of, of the city of and State of), principal, and
..... (a corporation organized and existing under the laws of), surety, are held and firmly bound unto the United States Housing Corporation in the penal sum of dollars, lawful money of the United States, for the payment of which, well and truly to be made to the United States Housing Corporation, we bind ourselves, our heirs, executors, administrators, successors, and assigns, jointly and severally, firmly by this presents.

The condition of the above obligation is such that whereas the said principal has entered into a certain contract, hereto attached, with the United States Housing Corporation (therein called the owner) dated, now, if the said principal shall well and truly perform and fulfill all the undertakings, covenants, terms, conditions, and so forth, of said contract during the original term of said contract or any extension of said term which may be granted on the part of said owner without notice to said surety, or during the life of any guaranty required under said contract; and shall also well and truly perform and fulfill all the undertakings, terms, conditions, and so forth, of any and all duly authorized modifications of said contract which may hereafter be made, notice of which modifications to said surety being hereby waived; and shall promptly make payment, as and when required by said contract, to all persons supplying labor, materials or other service in the prosecution of the work provided for in said

contract and any such authorized extension or modification thereof, and shall satisfy all liens or charges against the property, or claims against the owner arising through any act or omission of the contractor or of any subcontractor or employee of the contractor, then this obligation to be void; otherwise to remain in full force and virtue.

In testimony whereof the said principal and surety have signed, sealed, and delivered this bond this¹ day of
....., A. D. 191—.

(²) (³)
(²) (³)
(²) (³)
(²) (³)

Witnesses:

.....
.....

¹ This date must agree with, or be earlier than, the date of the certificate on the following page.

² If contractor is a partnership, every partner must sign here individually.

³ If principal is a corporation, place seal here.

[If contractor is a corporation, this certificate must be furnished and must be executed as of the same date as the bond, or a date subsequent thereto.]

CERTIFICATE OF AUTHORITY OF CORPORATE CONTRACTOR'S OFFICERS.

.....
(City and date.)

I hereby certify that.....
(Names of executing officers.)

and
(Titles.)

of
(Name of corporation.)

have been duly elected to their said respective offices, and that as said officers they were authorized, as shown by certified copy of minutes hereto attached, to execute on behalf of said corporation the attached contract and bond as of the dates of execution appearing thereon.

..... [CORPORATION SEAL.]

⁴Secretary.

(Attach hereto certified copy of minutes of board of directors showing authority of officer to sign foregoing contract and bond.)

SCHEDULE A.

Detailed list of minimum plant equipment which the contractor agrees to furnish.

.....

SCHEDULE B.

Number, position, and salary of members of contractor's field force.

.....

⁴ Or other title of certifying officer.

APPENDIX XXI.

HAMPTON ROADS DISTRICT.

The war program—The labor problem—Preliminary action—Selection of sites—Preliminary organization and activities—Organization of branch office—Development of community facilities—Effect of armistice on program—Operation of properties.

THE WAR PROGRAM.

Hampton Roads district comprised what is known as Tidewater Virginia and included activities around Norfolk, Portsmouth, Fortress Monroe, and Newport News. At the beginning of the war there were located in this district one of the principal navy yards, known as the Norfolk yard, though actually in Portsmouth; the naval magazine at St. Julians; the naval receiving ship at St. Helena; naval hospital at Portsmouth; the new naval base under construction at Sewalls Point, Norfolk County; and one of the largest shipyards, known as the Newport News Shipbuilding & Dry Dock Co.

The magnificent harbor and port with a concentration in it of the terminals of seven trunk line railroads and three of the most important coaling terminals of the Atlantic coast marked this region as one of great prospective military importance, and it soon became apparent that perhaps only next to New York, Hampton Roads (that is, Norfolk and Newport News) would be the great port of embarkation for troops and military supplies.

It became evident that such a program would entail huge preparation in the way of construction of detention and transit camps for troops awaiting embarkation, animal and supply depots, storehouses in vast proportion; magazines and ordnance stations for material awaiting in transit and for the assembly of ammunition and munitions of war; extension of terminals and docks, coaling facilities; additions and extensions to shipbuilding plants; both of the private yards and of the navy yard.

The city of Norfolk claimed a population of about 83,000 people, the city of Portsmouth 40,000, and Newport News 30,000, with probably a scattering in Norfolk County on the Norfolk side and in Warwick County on the Newport News peninsula of 20,000 more. The working population found employment in the Norfolk Navy Yard, the Newport News Shipbuilding Co., at the coaling piers, and in connection with the railroads. There was no manufacturing of note, so that those finding work other than that enumerated were employed in branches of work incidental to these, serving the population performing vital work for the United States Government, and were therefore indirectly a necessary part of the military and naval establishments.

With the entrance of the United States into the World War there was already a heavy tax on the port of New York and other northern ports. In consideration of the many advantages of Hampton Roads and Norfolk as a port, all of the work incident to the upbuilding and development of this great military terminal was taken up with orders to rush to completion. This involved, in brief, on the part of the War Department, embarkation camps and Camp Stuart, Camp Hill, Camp Morrison, animal embarkation depots, and corrals, storehouses and trackage on the Newport News side for the Army; artillery instruction school at Fortress Monroe; heavy artillery camp and proving ground, Camp Abram Eustis; construction and development of Langley Field (Army aviation); taking over and improvement of Chesapeake & Ohio piers, Newport News; Chesapeake & Ohio coaling pier; construction of ordnance depot; embarkation station at Pig Point, Nansemond River; taking over of Norfolk & Western Railway piers; construction of a pier and the improvement and building of warehouses for engineer materials for embarkation at Lambert Point; buildings of a new Army terminal on the Norfolk side known as the Army base; increased work at Cape Henry and Fortress Monroe and immediate steps to secure a 40-foot channel into the inner harbor. For the Navy Department, development of the Smolle tract, new dry docks, building ways, shops, various incidentals, rushing to completion the work at the naval operating base including the supply depot for the fleet, training station for 28,000 men, aviation station, construction of magazines, mine filling and loading plant at St. Julians, construction of a fuel-oil depot for the fleet at Yorktown and location of an ordnance station at the same place, expansion of the facilities of the Newport News Shipbuilding & Dry Dock Co., in which the United States Shipping Board Emergency Fleet Corporation had a hand, together with munition work by private enterprise at Penniman and Williamsburg, in all involving new war work to the extent of about \$200,000,000.

THE LABOR PROBLEM.

It at once became apparent that the skilled and unskilled labor required in such a project, together with skilled and unskilled labor required in the expansion of the military or allied military activities in the district existing before this, was far beyond the

capacity of the population then existing in the district. As an example, the Norfolk Navy Yard employed about 4,000 men before the war. With the inception of the preparedness program at the beginning of the war and in the early days of the war they employed about 8,000, and it was estimated that to utilize the shops, ways, and docks under construction it would be necessary to employ from 12,000 to 14,000 men. The Newport News Shipbuilding Co. employed on shipbuilding and on ship repair work at the beginning of the war about 8,000 to 9,000 men, and estimated that to utilize the expanded plant to the fullest advantage would require 16,000 men.

The cities of Norfolk, Portsmouth, Newport News, and outlying districts were soon congested and overflowing with newcomers attracted by the call to work. The United States Bureau of Industrial Housing and Transportation was then nonexistent and only proposed; no legislation had been passed or money appropriated for housing purposes. The Navy Department furnished funds outside of the naval operating base for a labor camp to house about 500 men, and also funds at the navy yard for barracks in the yard to house about 400 men. The Army at Newport News Army base and at Pig Point erected labor barracks to care for the labor required on their own projects. The Emergency Fleet Corporation of the Shipping Board, whose housing division came into existence before the Bureau of Industrial Housing and Transportation, through arrangement with the Old Dominion Land Co., a subsidiary of the Newport News Shipbuilding Co., laid out and started the housing development at Hilton outside of Newport News.

PRELIMINARY ACTION.

With the requirements for additional accommodations for temporary and transient labor, the Navy Department advanced to the Bureau of Industrial Housing, then authorized by law but without appropriation, \$100,000 for the organization of its work, and besides that, under its own authority with its own funds, built a third labor camp of 1,000-men capacity outside the navy yard.

In February, 1918, the Housing Corporation selected the firm of George B. Post & Sons to inquire into the housing conditions in the vicinity of Norfolk. In the meantime, by reason of the congestion previously referred to and the great demand for labor and the insistent orders from various Government departments in Washington to push to early completion all of the work in this district, it became apparent that regulations for the supply and distribution of labor and materials and some order of priority or precedence would have to be established. Need for such regulation was first apparent to the two military departments—War and Navy—who organized a joint control under the direction of Brig. Gen. Hutcheson, com-

mander of the port of embarkation, and Capt. R. C. Hollyday, of the navy yard. Shortly thereafter other Government departments having interest in the district saw the necessity for joining in this coordination of work and expanding the functions of the local organizations, and there was organized the Board of Control of War Construction Activities, representing the War, Navy, Department of Labor, Employment Service, Bureau of Industrial Housing and Transportation, Shipping Board, Emergency Fleet Corporation, Railroad Administration, and the Fuel Administration.

The Bureau of Industrial Housing and Transportation selected Rear Admiral F. R. Harris, president of this board, to represent it on the board and requested him to cooperate with George B. Post & Sons, their architect, in a study of the labor and housing conditions in this district. The latter firm detailed Mr. Ralph S. Warner, of that firm, to Norfolk. In the meantime Rear Admiral F. R. Harris was made deputy director of housing, the Housing Bureau securing the services of Mr. C. A. Nicholls as assistant to the deputy director. Work was immediately taken up of organizing local offices of the homes registration service and ascertaining how additional industrial workers could be housed in the district. Studies were made by Mr. Warner of the requirements of various undertakings in hand and of the shortage of skilled and unskilled labor, and especially of the housing accommodations required for the more permanent or stable skilled labor of the navy yard, Navy and Army bases, and the shipbuilding company. It was ascertained at that time that there was a shortage of over 35,000 skilled and unskilled laborers, even though the population of Norfolk, Portsmouth, and outlying regions had increased from 170,000 to approximately 250,000.

Shortly thereafter the appropriation bill for the Housing Bureau having been enacted under authority of law, the subsidiary corporation was formed, and it was decided to provide on the Portsmouth side for the navy yard 750 houses for white workers and 250 houses for colored workers; on the Norfolk side 500 houses for white workers at the Navy and Army bases, it being well understood that this would merely initiate the work of providing houses for industrial war workers.¹ It was realized the problem was an exceedingly difficult one in view of the fact that construction of so many homes involved again a large draft on the skilled and unskilled labor supply of the building trades where there was already a huge shortage for the war construction work in hand. Much time was spent by Mr. Nicholls and Mr. Warner in considering available sites and parcels of land for the projects in mind.

Mr. Warner, with the assistance of Mr. Nicholls, conducted hearings at the navy yard, and conferred

¹ Later decisions are shown in the table on p. 392 of Vol. II.

with the industrial manager of the yard, with a view to ascertaining the types of houses, the average maximum and minimum wage of the navy-yard employees, and the probable amount that could be paid by them in rental. At the same time Mr. Nicholls, in cooperation with the city of Norfolk, chamber of commerce, and board of trade, thoroughly canvassed the city and surrounding suburbs with a view to perfecting the homes registration service.

SELECTION OF SITES.

In consideration of probable sites, parcels of land were examined in Portsmouth in various available locations, and two questions of policy were immediately brought to the fore, one being whether various scattered lots available for building construction should be utilized or new, unimproved land purchased and developed and improved into suburban community developments. There was much to be said pro and con for the two plans. The advocates of the first, consisting of business men of Norfolk and Portsmouth, held that by such means locations could be perfected already provided with streets, pavements, sewers, water, electrical, and other connections and scattered throughout the community and be made readily accessible to already existing transportation facilities. Disadvantages of the plan were that lot holders held their lots at what were considered extremely high prices and the lots were so badly scattered that it would be impossible to have handled these so as to avoid high construction cost. The claimed advantages of streets and sewers were found not to exist in Portsmouth, much of which city was not sewered, and the inadequate size of mains, the inadequate water supply available, the already overtaxed means of transportation, and especially the opportunity that happened to be afforded to develop a modern industrial community carried considerable weight. It was finally decided to secure a tract of land directly south of the navy yard in Portsmouth, of which the Afton farm was the largest part, and develop this as a community for white labor. In the same way a tract was selected in Portsmouth in what is known as the "Black Belt" for the colored community, this latter being partially in the city of Portsmouth and entirely within the confines expected to be taken in by the city of Portsmouth by certain extensions then in process. The architectural firm of George B. Post & Sons was selected as the architect for the former development, it being later on decided to arrange with Hill & Ferguson, engineers, to look after the engineering and utility portion of the project, and Mr. Harlan P. Kelsey being employed as landscape gardener and town planner. Similar arrangements were made at Truxtun, except that the architectural work was assigned to Rossel B. Mitchell, a local architect.

Similar investigations were made on the Norfolk side for use of the industrial workers at the naval operating base at Sewalls Point, about 9 miles from Norfolk, and at the Army base to the north of the Lafayette River, about 5 miles from Norfolk. After a canvass of the several sites, the site known as Glenwood Park was selected, George B. Post & Sons being engaged as architects.

PRELIMINARY ORGANIZATION AND ACTIVITIES.

The Bureau of Industrial Housing and Transportation in Washington, in consideration of the projects then in hand, took steps to organize a local construction division, selecting Mr. E. A. Fonda as construction supervisor, Mr. Fonda coming to Norfolk to take charge of this part of the work. Preliminary offices were established for the deputy director; his assistant, Mr. Nicholls; Mr. Warner, of George B. Post & Sons; and Mr. Fonda in the building occupied by the Board of Control, 254 Granby Street. With expansion of the organization the Construction Division moved to 111 College Place, in a building rented to the bureau at a nominal rental, Mr. Nicholls finding quarters at 254 Granby Street with the Red Cross, who voluntarily contributed the necessary space.

As a preliminary to the construction work at Cradock it was decided to erect barracks on that site for 2,000 workmen. Contract for this work was, after competitive bidding, awarded to the Wise Granite Co., and an arrangement made for similar barracks at Truxtun. The contract for the work at Cradock proper was let to Hegeman-Harris Co. At a later date the contract for barracks for 1,000 men was let to the same company for Glenwood, this company being the most satisfactory and lowest bidders when the construction of Truxtun was awarded.

In the meantime with the concentration of work around Norfolk, the question of rents being charged came prominently to the fore. Mr. Nicholls was assigned the duty of consulting with local officials on the question of rents.

With the completion of the barracks it was decided that the Operating Division of the Housing Corporation should have a representative in Norfolk and that they should also take over the operation of the barracks for the temporary labor; that is, the purchasing and furnishing of food. Mr. Charles Partridge, of the Operating Division, visited Norfolk and after a canvass of the situation reported back to Washington and then, on the urgent recommendation of the deputy director, returned to Norfolk to take charge of this division.

In the meantime the second appropriation bill for the Housing Bureau had been passed. On representation of the navy yard and the Newport News Shipbuilding & Dry Dock Co., it was decided to provide and construct additional industrial houses in Newport News for the Newport News Shipbuilding & Dry Dock Co.,

and at the same time expand Cradock and Portsmouth. Mr. Nicholls was assigned the duty of examining various sites, arrangements being made to take up certain property adjacent to Hilton for whites and at Briarfield for colored. Preliminary steps were taken to clear the property by the supervisor of construction. Engineers were retained for this work, the firm of Metcalf & Eddy being selected, and F. I. Joannes, the architect of Hilton, was the architect tentatively selected for these projects.

In the meantime, with the various unexpected developments of the war, the concentration of work in Norfolk, and the plans of the military authorities to develop Norfolk further as a port of embarkation, the duties of the Board of Control became much enlarged. The Housing Corporation being closely allied with this board, portions of this organization were used in connection with the board's functions. The War Industries Board had decided to be represented in the district in connection with priorities, building permits, and furnishing of certain important building materials, of which there was a shortage. It had been first planned to have the State council of national defense, through its chairman, Mr. William N. Venable, pass on building permits. This power was eventually lodged in the hands of the Board of Control, through Capt. Campbell M. Krenson, representative of the United States Employment Service, and the representative of the priorities committee of the War Industries Board; W. E. Law, representative of the War Industries Board on materials; and Mr. Nicholls, of the Housing Corporation, these three gentlemen being primarily organized to consider appropriations for private building permits, extensions, etc.

For the various reasons heretofore given, the transportation facilities available in Norfolk were found absolutely inadequate for the demands made upon them. It became apparent that a breakdown was imminent and that they would be unable to care for the self-evident needs incident to the growth of the community with the carrying out of the general war program planned for this district. This question involved the electric street-car transportation on the Norfolk side and also on the Newport News side of the Roads and the street traffic regulation in Norfolk. The Housing Corporation as a consequence sent Mr. Wm. A. Mellen, of the Washington office, to Norfolk with Mr. J. H. Mills. A thorough study of these conditions was made in cooperation with the city officials.

ORGANIZATION OF BRANCH OFFICE.

The program of the Housing Corporation as then outlined in the Hampton Roads district indicated that with the continuation of the war there would be involved the expenditure of perhaps \$15,000,000 or \$20,000,000, and that this district represented more

concentration of work than any other housing project. The Housing Corporation therefore decided to establish an independent branch office in the Hampton Roads district, with a complete and separate organization, to report through the deputy director and assistant to the president to the bureau and the corporation. On the recommendation of the deputy director, Mr. Fergus Reid, of Norfolk, was employed at the compensation of \$1 a year as executive secretary and separate departments were organized under him. The following men were appointed to take charge of these sections: Construction, Mr. Fonda; operating, Mr. Partridge; transportation, Mr. Mills, who was later replaced by Mr. Nicholls; real estate and administration, Mr. Nicholls.

No quarters could be found in Norfolk for the rapidly growing organization: Other Federal representatives in Norfolk were in the same condition, viz, the United States Shipping Board, Tidewater Coal Exchange, United States Fuel Administrator, and the Board of Control. Arrangements were made with the owners of a piece of property at the corners of Granby, Charlotte, and Butte Streets, who then had a building in process of erection, but which had been discontinued on account of the war, to complete this building to a height of six stories, the Government to take the five floors above the ground floor, two floors to be occupied by the Housing Corporation and Board of Control, two floors by the United States Shipping Board, and one by the Tidewater Coal Exchange. This building was taken with the understanding that the rental was to be \$25,000, the lease to continue until one year after the end of the war, the United States Housing Corporation guaranteeing this rental to the owners on condition of the early completion of the building. The building was rushed through to completion, the Construction Division of the Housing Corporation assisting the owners and builders in its completion. The Housing Corporation moved into it on about October 1, 1918.

The different divisions of the organization were rapidly expanded and an improved organization plan was drawn up with a view to having all of the work in the district controlled and managed through Rear Admiral F. N. Harris, deputy director of the Bureau of Industrial Housing and Transportation and assistant to the president of the corporation, with Mr. Reid as executive secretary. The different divisions heads, however, continued to operate directly in connection with routine matters not involving policy or affecting other divisions.

DEVELOPMENT OF COMMUNITY FACILITIES.

Early in August, 1918, the concentration of war activities in this locality, the growth of the civil population, the constant presence of a military personnel of

between 75,000 and 100,000, the Army and Navy, together with the large number of war industrial workers, had so overcrowded Norfolk, Portsmouth, Newport News, and the vicinity that a complete breakdown of various community utilities was imminent; in fact, there had been an ice and milk famine during the summer, resulting in considerable infant mortality; a shortage of potable water; several breakdowns, one of a protracted period, of electric power and light on the Norfolk side. The street car transportation systems on both the Norfolk and Newport News sides were also unable to handle the traffic, resulting not alone in considerable hardship but absolutely obstructing and holding back important construction and war work through being unable to transport back and forth workmen and those on military duty. This district, which was notorious for few and poor roads, had had its few good roads destroyed by the heavy truck traffic incident to the transportation of supplies and was additionally taxed through the need of transporting workmen by motor trucks. This condition of affairs was brought to the attention of the department heads by the Board of Control and taken up by these department heads with the President of the United States in a meeting of the War Council. The President at this meeting instructed the chairman of the War Industries Board to investigate the report of the Board of Control and arrange for a conference of department heads affected, with a view to passing on the absolutely necessary community work to be performed and distributing the cost of this work to the funds of the different departments.

The work considered necessary included improvement and extension of the water supply at Norfolk; combining the city and county supply under one management and expanding this to its capacity. At Portsmouth there was need of assisting the city government to purchase the privately owned supply of the Portsmouth-Berkley-Suffolk Water Co., expanding this and installing a new 20-mile main, extending this main under the southern and eastern branch of the Elizabeth River to Norfolk. In Newport News new sources of supply and additional mains were needed. The electric power, distribution of which had already been taken over by the Government and carried through a high-tension tie line connection to Richmond, required installation of additional boilers and generators at Norfolk, expediting the completion of the Government plant at the navy yard and installation of a high-tension tie line between Petersburg and Newport News. Illuminating gas service involved expanding the plant at Newport News. Hurried completion of refrigeration and cold-storage plant at the naval operating base was necessary for adequate ice supply. For transportation it was necessary to construct certain connecting roads on the Norfolk and Newport News side of Hampton Roads so as to con-

nect the various camps on the Newport News side, including a road running from the fuel-oil and ordnance station of the Navy at Yorktown to Lee Hall, Camp Eustis, Camp Morrison, the aviation camp, the stevedore camp, Camp Hill through Newport News, and Camp Stuart, Fortress Monroe, Langley Field, and Newport News. It was also necessary to improve the ferry service between Newport News and Sewalls Point, to improve roads between the naval operating base, east camp, the army base, and Engineer depot to Norfolk; to improve the ferry service between Portsmouth, Norfolk, and Berkley and the road from the ferry in Portsmouth to the navy yard. This program included about \$2,000,000 for road work and about \$1,000,000 for improvement of the ferries. For the street car transportation, additional cars were to be purchased, and what was known as the Bay Shore Line at Norfolk needed to be double tracked and extended to the Naval Base east camp. In the allocation of funds for this work \$2,000,000 was to be contributed by the United States Housing Corporation, and the work assigned to them for performance was the securing of street cars, improvement of the traction system, the double tracking of the Bay Shore Line and the improvement of the ferries. The Housing Corporation, after careful study of the situation by its experts, Mr. Mellen and Mr. Mills, the manager of the local Transportation Division, made a contract for the purchase of cars for Newport News, Norfolk, and Portsmouth. (See Transportation Division report, Appendix VI.)

On the Norfolk and Portsmouth side, operated by the Virginia Railway & Power Co., they contracted to secure more cars and ordered 53. They also entered into negotiations with the same company for double tracking of the Bay Shore and its extension. The contract negotiated was that these cars were to be purchased at an appraised price made by appraisers mutually agreed on three years after the end of the war. The second track of the Bay Shore was to be constructed on a right of way leased by the corporation from the Virginia Railway & Power Co., and the extensions of the Bay Shore on a right of way were to be deeded to the Government by local property holders and the county. The road was to be operated under an operating lease and to be purchased three years after the expiration of the war at an appraised price. The Newport News and Sewalls Point ferry, known as the Chesapeake Ferry Co., was owned by the same company which had the operating lease of the Norfolk-Portsmouth-Berkley ferries. The last-named ferries were owned by the city of Portsmouth and County of Norfolk. The ferries company agreed to improve the Chesapeake ferry service by purchasing a new boat.

In regard to the Norfolk-Portsmouth-Berkley ferries, an examination of the condition of the ferries company was made by the firm of Barclay Parsons &

Klapp, and it was finally decided it would be necessary to construct an additional slip on the Norfolk-Portsmouth side, purchase four additional boats and rebuild the racks and terminals. It was estimated this would cost \$1,100,000. The ferry company, whose 10-year lease was within six months of expiration, found it impossible to secure any such sum; the city and county of Norfolk were also unable to furnish money for such improvement. It was finally arranged that the Housing Corporation should take over the unexpired lease of the ferries company and agree to pay this company any expected profit on the basis of an audit of their books and to enter into a contract with the city of Portsmouth and county of Norfolk to lease the ferries from them at the same rental being paid by the Ferry company, viz, \$135,200 a year. The Housing Corporation has authority under this lease to make any improvements, purchase property or boats, make changes in tariffs or schedules that might be necessary: the cost of all improvements or advances being considered a debt against said city and county to be discharged by payment plus 5 per cent, the payment being made by a profit of ferries operation or to be repaid by the city and county at its option three years after declaration of peace on appraisal of the properties. Negotiations in regard to this contract were conducted by Mr. Mannington, who was sent by the Washington office of the United States Housing Corporation.

EFFECT OF ARMISTICE ON PROGRAM.

In October, 1918, after the collapse of Bulgaria, the president of the Housing Corporation, Mr. Eidlitz, in conference with his assistant, Rear Admiral F. R. Harris, concluded that work would be temporarily suspended on the Glenwood project, just about started; also on the Newport News housing communities. On November 11, with the signing of the armistice, the Corporation immediately issued orders to cut down its force and to curtail the work in every possible manner, and in order to save expenses directed that the construction division be moved to Cradock. Carrying out this plan, arrangements were made to rent one floor and the greater part of a second floor in the Flat Iron Building to the Naval Overseas Transportation Service. The barracks and materials at Glenwood were taken to Cradock and Truxtun. Work was suspended on erecting portable houses at Glenwood. All work was suspended at Newport News. Cradock's operation was curtailed to 759 houses. It was decided to abandon the branch office organization in view of the curtailment of work, there being no further need for such an organization. Double tracking of the Bay Shore was abandoned, leaving as work on hand with the corporation which could not be suspended the completion of Truxtun and Cradock, completion of the ferry improvements,

and its operation, and the furnishing of electric street cars which were already on order.

OPERATION OF PROPERTIES.

Twenty-four portable bungalows were erected at Cradock and furnished, for the use of the superintendents, foremen, etc., of the contractors. These bungalows began to receive tenants about December 15, 1918. The bungalows on the project enabled the various working heads of the contractors to live on the job, to report for work early, and to be available for conference or advice at all times. These bungalows have been constantly occupied since their completion about December 15, 1918, and rent for \$30 per month, furnished—lights, water, and heat extra. Located in the eastern part of Cradock, on the Gilmerton car line, are seven two-story apartment buildings containing 104 apartments, consisting of four rooms and bath each. The first of these buildings was ready for occupancy about January 1, 1919. These apartments rented in June, 1919, at \$15 per month for inside apartments and \$17 for corner apartments. They have been rented 100 per cent ever since their completion. There are also 69 portable bungalows, unfurnished, consisting of six rooms and bath each, located in the southeastern part of Cradock, which in June were ready for occupancy except for the grading of the grounds. These bungalows are of a semi-permanent construction. About 50 per cent of them have been applied for by prospective tenants. There are 552 permanent cottages at Cradock, about 150 of which were turned over for occupancy on June 1, on which date approximately 50 families moved into Cradock. These houses have been occupied as soon as completed. Applications for about 225 houses at Cradock are on file, many of which have been secured by deposit. The rentals range from \$20 for four rooms and bath for a row type of house to \$30.50 per month for an eight-room and bath, hot water heated, detached house. A list of the rentals follows:

Hot-water heated, detached houses:

8 rooms and bath.....	\$38. 50
7 rooms and bath.....	35. 00
6 rooms and bath.....	32. 50
5 rooms and bath.....	30. 00

Stove-heated, semidetached houses:

6 rooms and bath.....	37. 50
5 rooms and bath.....	25. 00
4 rooms and bath.....	22. 50

Stove-heated row houses:

5 rooms and bath, 3-family houses.....	24. 50
4 rooms and bath, 3-family houses.....	21. 00
6 rooms and bath, 3-family houses.....	26. 00
4 rooms and bath, 4-family houses.....	20. 50
5 rooms and bath, 6-family houses.....	23. 50
4 rooms and bath, 6-family houses.....	20. 00
6 rooms and bath, 4-family houses.....	26. 00
5 rooms and bath, 4-family houses.....	22. 00
6 rooms and bath, 4-family houses (end).....	26. 00
6 rooms and bath, 4-family houses (inside).....	24. 00

There are 250 houses at Truxtun, 75 per cent of which are completed and are ready for occupancy. About 125 houses have been occupied to date. Applications for 75 houses have not been filled, thus indicating vacancies of about 50 houses.

Twelve stores are being erected at Cradock, six of which are about 75 per cent completed at this date. The stores will rent for about \$40 per month and the apartments over the stores, consisting of four rooms and bath, will rent for about \$20 per month. All of the stores have been rented.

At Truxtun four stores are being erected, with apartments above. All these stores have been rented. Thirty dollars per month is asked for the stores and \$15 per month for the apartments above.

In order to provide immediate school facilities for the smaller children moving into Cradock, a two-room school building was erected and opened for pupils on May 15. This school has housed about 40 pupils since its opening. This building will probably be used later for primary grades when the permanent school in Cradock is completed. Sunday school and church services are held in this school building each Sunday, and also meetings are held there by the

residents of Cradock at night. A 16-room school building with auditorium is being erected in the northern section of Cradock, costing approximately \$90,000.

At present the houses occupied have water and electric lights, but no street lighting. Public lighting is promised for operation during the early part of July, 1919.

Four policemen are detailed to Truxtun. Committees of residents of Truxtun, elected by the residents, work on subjects pertaining to sanitation, law and order, and community betterment. Weekly meetings are held with the town manager, at which various matters pertaining to these subjects are discussed.

Truxtun was formally opened by a series of exercises May 25, 1919. Approximately 5,000 people attended. The formal opening of Cradock, which is not yet completed, will probably take place early in July, 1919.

Respectfully submitted.

Rear Admiral F. R. HARRIS,
C. E., U. S. Navy,
Assistant to President,
Hampton Roads District.

June 30, 1919.



APPENDIX XXII.

PACIFIC COAST DIVISION.

Construction contemplated before armistice—Establishment of Pacific Coast Division—Organization and function—
Construction undertaken—Statistical summary—Changes since armistice.

The Pacific Coast Division of the United States Housing Corporation was in charge of all activities of the corporation upon the Pacific coast, but dealt more in detail with construction operations, though acting also for all divisions of the corporation.

CONSTRUCTION CONTEMPLATED BEFORE ARMISTICE.

Two projects were authorized to be constructed upon the Pacific coast. Project No. 141, at Bremerton, Wash., tributary to the Puget Sound Navy Yard, was estimated to cost approximately \$3,750,000, and included a 355-room brick three-story hotel, completely equipped; a 45-family, three-story, brick apartment house, together with 250 frame dwellings for individual families (scattered over available building lots in the villages of Bremerton and Charleston); also the development of a village site on the northern limits of Bremerton, which would include all features of town building, such as town planning, architecture, utilities, buildings, etc., providing 300 additional frame dwellings. The other project, No. 581, was located at Vallejo, Calif., tributary to the Mare Island Navy Yard, estimated to cost approximately \$3,500,000, and contemplating 10 dormitory buildings of 40 rooms each, accommodating 400 single men, together with a cafeteria capable of feeding these men, all of the above buildings to be completely furnished, heated, lighted, and with hot and cold water wash-rooms and baths; also 525 buildings accommodating 627 families, and the lot and street improvement necessary to develop completely a town of this size.

ESTABLISHMENT OF PACIFIC COAST DIVISION.

These projects were approximately 3,500 miles from Washington, D. C., and nearly 800 miles apart, and about 2,300 miles west of any other project undertaken by this corporation. It seemed necessary, therefore, to handle the administration of the affairs of these projects through a Pacific Coast Division. This office was located in the Sharon Building, in San Francisco, the location having been chosen since San Francisco at the time the projects were under consideration in a preliminary way was considered the principal market and business center upon the Pacific coast for materials.

The San Francisco office was opened August 5, 1918; real estate negotiators were already in the field at Bremerton as early as June 15, 1918, and at Vallejo, August 1, 1918. Sufficient real estate was secured at Bremerton by September 12 to start construction at that place, and at Vallejo by August 5 sufficient land was secured to permit starting construction there.

The size of the projects, together with their distance from headquarters and the difficulties of transportation, made the establishment of the Pacific Coast Division office necessary to facilitate the affairs of the corporation. Need for housing was urgent. The already overcrowded conditions in adjacent towns, together with the rush of inland workers to the coast, made speed the main factor to be considered. Both navy yards expected to practically double their working forces as soon as possible, provided the war continued. There were many other activities besides construction undertaken from the San Francisco office, such as the work of the Homes Registration and Information Division, stimulating building by private enterprise, and special investigations of various matters concerning housing facilities and transportation in all Pacific coast cities where there were war industries of any nature.

ORGANIZATION AND FUNCTION.

The management of the Pacific coast office reported to the corporation's vice president and general manager, advised with all the corporation's Pacific coast architects, engineers, and town planners, and reported direct to division managers in Washington on matters in hand pertaining to their work.

An assistant to the Pacific coast manager was given full authority as vested in the manager with power to act for the manager on all matters at all times. This was necessary because of the length of time each business trip away from San Francisco required by reason of the distance which it was necessary to travel and the slowing down of transportation facilities between the points which it was necessary to visit. Such trips required the absence of either the manager or the assistant manager from San Francisco for a considerable portion of the time.

Reporting to the manager and assistant manager in the San Francisco office were an auditor, a director of purchases, a chief clerk and disbursing officer, a secretary, a technical assistant, a field agent, and a special investigator, all of whom maintained only such assistance as was necessary to carry out the the work of their sections.

In the field, located upon the projects, were the works superintendents reporting to the San Francisco office, who directed all matters of detail upon the projects properly coming under their jurisdiction.

The technical assistant and special investigator were added to the organization in October as the need for them developed, and the director of purchases was eliminated from the organization about the same time, when final approval of purchases and transportation problems were left with the works superintendents. The addition of the technical assistant was primarily to analyze the properties from a valuation standpoint with the view to establishing charges for rentals and other rates as well as to study the question of operation of the utilities and the properties generally. The special investigator had in hand matters pertaining to applications from communities for the assistance of the corporation in carrying out their own housing programs, together with securing building permits for private enterprise in conjunction with the Requirements Division of the Housing Corporation and with the State councils of defense, and investigation of claims of insufficient housing facilities which were brought to the attention of the Pacific coast office.

The general policies governing our organization were speed of action and accomplishment and relief of conditions pertaining to housing wherever possible and to the full limit of our authorization. Our instructions and information were necessarily incomplete in some respects, but in general all the policies promulgated by the management of the corporation were carried out. Sometimes some of the instructions issued in Washington failed to reach us promptly, and before we could communicate with Washington further concerning them a great many times it was necessary to act upon initiative in accordance with what to the local viewpoint seemed to be best at the time. Return communication with Washington required from two to three weeks, owing to the vast volume of business requiring attention at headquarters, together with the formative condition both of the general headquarters at Washington and of the Pacific coast organization prior to the signing of the armistice. Our chief attention was required to complete the Bremerton and Vallejo projects in the shortest possible space of time, as cheaply as possible consistent with securing full value for the expendi-

ture. We endeavored to adhere as closely as possible to the general policy of using local men wherever we could, to avoid transporting men great distances, and also with the view to employing those men who were not engaged in other war industries. Both these factors made the formation of a complete working organization slower than could have been accomplished by the usual method of organization, namely, securing men of known qualifications from all over the country for the various administrative positions.

Our lesser activities were in connection with the Homes Registration Service in fifteen Pacific coast cities, as follows:

Alameda, Calif.	Richmond, Calif.
Astoria, Oreg.	San Francisco, Calif.
Berkeley, Calif.	San Pedro, Calif.
Bremerton, Wash.	Seattle, Wash.
Long Beach, Calif.	Tacoma, Wash.
Los Angeles, Calif.	Vallejo, Calif.
Oakland, Calif.	Vancouver, Wash.
Portland, Oreg.	

We also investigated housing facilities at Giant, Calif., upon special request of the Industrial Relations Division, and secured priority orders for private builders at Oakland, Alameda, Berkeley, and Long Beach (Los Angeles), Calif. These latter activities were just getting under good headway at the time the armistice was signed, at which time the need for this work ceased because of the removal of restrictions placed upon the use of building materials by the nonwar construction section of the War Industries Board. Shortly after the signing of the armistice the Homes Registration and Information work was turned over to the field agent, with arrangements for him to report direct to the chief of that division in Washington, so that the remaining organization could devote its entire attention to completion of construction work in hand.

The functions of the auditing section were to make an administrative audit of all expenditures upon the Pacific coast as well as to interpret the instructions from the Fiscal Division and see that they were carefully and promptly carried out. It included auditing the San Francisco office accounts, directing the work of the field auditors upon our two projects, making detailed audits in the field offices of the contractors whenever necessary, and auditing the accounts of the members of the Pacific coast design committees.

The director of purchases had in charge investigation of prices and supplies of available necessary materials; transportation problems, including freight rates for transporting the commodities; and securing of priorities, etc. As the business tension was released with the signing of the armistice and as the organiza-

tion had become more thoroughly acquainted and efficient as a working unit by that time, the purchasing, priorities and transportation problems were turned over to the works superintendents.

The chief clerk and disbursing officer at Bremerton, in addition to signing the drafts in payment of all accounts, was chief clerk of the works superintendent's office, handling such detail as would go with a chief clerk's position. At Vallejo there was no disbursing officer in the field on account of Vallejo's nearness to the San Francisco office, and the disbursing officer in San Francisco acted as disbursing officer for the Vallejo project as well as for the general accounts of the San Francisco office. He was also chief clerk in the latter office, having general direction of the clerical and stenographic forces.

The secretarial position is self-explanatory, as a general utility to the manager and assistant manager in all matters of direction of activities.

Reporting to the works superintendent in the field were the field auditor and general contractors and their forces, together with the necessary inspector's clerical force, etc., required to carry on field operations. The manual of instructions to field forces was followed out and adhered to as closely as was practicable.

The functions of all the above employees remained quite similar to what they originally were until the work neared completion, when duties could be combined and forces released.

The disbursements handled through the San Francisco office, in addition to the regular disbursements upon the projects, consisted of payments to design committees and subcontractors, together with disbursements in connection with homes registration, real estate, and all other activities of the corporation upon the Pacific coast, which under regular routine would have been handled through the Fiscal Division in Washington. Distance from Washington required certain payments to be made locally which otherwise would have been made through Washington, such procedure not being feasible in this case because of the delay it would entail. Many instructions issued for the government of projects within telephone distance of the Washington office and projects which could be reached by travel in a few hours necessarily had to be deviated from in order to secure the best progress.

On April 1 the San Francisco office was discontinued and moved to the Vallejo project, combining a part of the San Francisco personnel with a part of the Vallejo field office personnel, and making a more efficient working organization, together with a material pay-roll reduction.

To meet the local conditions existing upon the coast, it was necessary sometimes to deviate from regularly established corporation policies, as is instanced by the fact that construction itself there is of a type generally different from that in eastern communities. Single families here tend toward living in houses of the bungalow type. More ground area is desired by them. Soil and climatic conditions require a more substantial character of street than can be used in climates subject to greater extremes of temperature. Work can proceed almost continuously the year around, except for some interruption to operations carried on in the open during rainy seasons.

CONSTRUCTION UNDERTAKEN.

A contract was let for the construction of the first unit of the Bremerton buildings, comprising the hotel, the apartment house, and 245 dwellings, on September 9, and a contract for the utilities work upon what was known as the "outside village development" on October 18, 1918. This utilities contract was canceled immediately after the signing of the armistice on November 11, 1918, just after it was getting well under way. The "outside development," comprising about 300 houses, was abandoned at the same time. A very minimum expense was incurred in connection with cancellation of the "outside development," since it was possible to return the land to the original owners and make necessary restitution where work had already progressed.

The construction of the utilities for the Vallejo project started August 12, 1918, and of the buildings on August 17, 1918. The contracts for these contemplated the dormitory group, together with its cafeteria, and 107 buildings accommodating 207 families. The building contract on December 30, 1918, was formally extended to include 20 additional houses for single families, which were authorized in September, 1918. All of the above structures were of wood frame construction.

The Bremerton contract was completed June 15, 1919, and the Vallejo contracts May 1, 1919. The properties were completely ready for occupancy and a large percentage of the accommodations had been filled upon these dates. The first occupants at Bremerton established themselves December 1, 1918, and at Vallejo, February 20, 1919.

STATISTICAL SUMMARY.

The accomplishments between early August, 1918, and early June, 1919, were the completion of the hotel, furnished and ready for occupancy by 355 people; the completion of the apartment house for 45 families; and dwelling houses for 245 families at Bremerton, Wash.; the completion of the cafeteria and

dormitory buildings, furnished throughout, together with 20 four-room four-family apartment buildings, 10 three-room four-family apartment buildings, 12 semidetached houses, and 83 single-family houses; also complete installation of utilities, including concrete road with asphalt top, curbs and gutters, sidewalks, sewers, gas, water, and electricity, at Vallejo, Calif.; the establishment of homes registration service in 15 cities; securing of and assigning building permits for approximately 1,000 dwellings, to be constructed by individuals; and special investigations of various natures, including valuation of property for the purpose of fixing charges for services.

CHANGES SINCE ARMISTICE.

The changes in our organization since the signing of the armistice have been touched upon above, but, in addition to the remarks made heretofore, we invite attention to the fact that work had advanced to the stage by July 1, 1919, where practically all field construction activities had ceased and we were enabled to close the Bremerton field office, move the records to Vallejo, and proceed with the preparation of final reports, data, etc., for all Pacific coast work from this office after that date. Our construction force is shrinking as rapidly as is possible while still permitting the work enumerated above to proceed, and the projects are entering the operating phase. At

Bremerton the renting of the houses and the apartment house has been turned over to a local real estate office, which collects the rents, maintains the property, and reports direct to the operating manager in Washington. The hotel, completely furnished and equipped, has been turned over to the United States Puget Sound Navy Yard for operation, and the experience gained from operating those properties thus far is of insufficient value to dwell upon at this time owing to the short period covered.

The changes in personnel have been gradual with the closing of construction and men were dropped off one by one and in groups as the work neared completion. There were no radical changes in the personnel of our management force, and the same nucleus of organization which began it remains to the end of the work.

The peak of our forces at Bremerton occurred in January, 1919, with a total number of 970 men, and at Vallejo in December, 1918, with a total of 680 men. The total force employed November 1, 1918, was 1,093, and the total force employed April 1, 1919, was 830. The total force employed July 1, 1919, both in connection with construction and operating activities is 50. The subsequent history of these two projects is covered in the reports of the Operating and Real Estate Divisions.

R. A. PETIT, *Manager.*



APPENDIX XXIII.

SALES AND ADJUSTMENTS.

SALES BRANCH: Organization and function—Statistical summary of sales—Personnel—Statistics of sales by projects, as of June 30, 1919—Cancellation of contracts and sale of furniture—Organization of selling agency for furniture and equipment—Disposition of furniture and equipment to June 30, 1919.
ADJUSTMENT COMMITTEE: Purpose—Method—Statistics of adjustments—Personnel.

ORGANIZATION AND FUNCTION.

Upon the signing of the armistice 54 projects were abandoned and 15 projects were curtailed. A sales branch was therefore established in the Construction Division to dispose of the surplus materials to best advantage. This branch had a chief, who, acting with an advisory committee of two other members of the Construction Division (usually the manager and assistant manager), formulated the policies for the disposal of materials, kept all records, and, subject to the approval of the president of the corporation, disposed, by transfer or sale, of all material not needed for completion of the projects. The sales branch operated in conjunction with the adjustment committee and the materials procurement branch of the Construction Division, receiving inventories of material to be disposed of, both finished and unfinished, together with the cost price, freight charges, location, and all pertinent information necessary to make intelligent sales. Appeals were made to various manufacturers' associations to assist the sales branch in disposing of materials without unduly disturbing the market and to save the Housing Corporation wasteful losses.

The sale of the "ready cuts" was at first handled by the emergency construction branch, but subsequently was taken over by the sales branch. The sales branch has also assumed the disposal and salvaging of the temporary structures and construction material used in connection with the erection of the finished houses, which required disposal on the completion of the projects.

A fair proportion of the transactions of the sales branch consisted of transfers of materials from an abandoned or curtailed project to an active project. Such transfers were made whenever it appeared to be to the best interests of the Housing Corporation to do so. While such transfers showed neither loss nor gain, it was through the instrumentality of the sales branch that these transfers were made, and they therefore appear in the record of sales.

STATISTICAL SUMMARY OF SALES.

Attached hereto is the report of sales and transfers as of June 30, 1919, including transactions of ready-cut houses, giving corrected book figures, showing net amount of sales as covered by collection

bills received as of June 30 in the amount of \$793,085.01; transfers in the amount of \$501,234.21, or a total net transaction on the liquidation of surplus materials of \$1,294,319.22, showing a net loss of \$341,840.65, or a percentage of loss on total net sales and transfers of 21.2 per cent. (The percentage of loss on transactions exclusive of ready-cut houses as of June 30 is 17.93 per cent.) This percentage of loss may vary 1 per cent, more or less, when all transactions covered in this report are completed as to costs, as we have shown no costs on the Pacific coast sales.

The attached report also shows the estimated amount of material to be disposed of after July 1 in the approximate amount of \$913,071. Approximately 50 per cent of this amount of material was sold prior to July 1, but the deliveries of same could not be completed.

All other figures in this report are actual book figures as of June 30 and show the amount of cash received on account of these transactions by the sales department, directly or indirectly, all of which has been transmitted to the Fiscal Division.

The item of "Refunds and miscellaneous credits," as shown in this report, has not been included in the total amount of net sales and transfers either to gain on the percentage of loss or to unnecessarily increase the amount of sales transactions. These refunds and credits and remittances covering have been handled by the sales department in order to account numerically for all collection bills as rendered on each project.

PERSONNEL.

When the sales branch was formed on December 1, 1918, Mr. Hugh McDonald was made chief. On January 31, 1919, he resigned, and the work was taken over by Mr. L. W. White, who had held the position of chief purchasing agent of the materials procurement branch.

When the Custodian Division was created Mr. R. A. McCulloch took charge of this work in conjunction with that of the adjustment committee.

R. A. McCULLOCH,
Custodian of Salvaged Property, June 15, 1919, to date.

L. W. WHITE,
Manager, Sales Division, January 31, 1919, to January, 1920.

SALES AND ADJUSTMENTS.

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Statistics of sales, by projects, as of June 30, 1919.

Project No.	Location.	Total sales.	Refunds and miscellaneous credits.	Net sales.	Net transfers.	Total net sales and transfers.	Cost net sales.	Cost transfers.	Total net cost.
56	Aberdeen, Md.	\$9,648.06	\$4,511.32	\$5,136.74		\$5,136.74	\$6,642.05		\$6,642.05
621	Alliance, Ohio.	27,431.74	907.54	26,524.20	\$3,627.82	30,152.02	37,410.30	\$3,627.82	41,038.12
59	Bath, Me.	8,250.19	2,211.70	6,038.49	761.00	6,799.49	6,855.51	761.00	7,616.51
24	Bethlehem, Pa.	182,545.33	36,728.75	145,816.58	119,136.13	264,952.71	210,436.22	125,790.28	336,226.50
102	Bridgeport, Conn.	18,858.13	1,645.53	17,212.55	3,266.36	20,478.91	20,054.51	3,296.38	23,350.87
456	Butler, Pa.	17,526.97		17,526.97	3,060.86	20,587.83	24,532.86	3,060.86	27,593.72
18	Charleston, W. Va.	13,391.43	6,439.04	6,952.39		6,952.39	7,337.39		7,337.39
246-C	Davenport, Iowa	46,520.19	9,785.27	36,734.92	5,744.33	42,479.25	44,028.69	5,773.42	48,802.11
10	Erie, Pa.	42,546.69	20,026.66	22,520.03	15,173.52	37,693.55	25,120.83	15,241.48	40,362.31
471	Ernston, N. J.	500.00		500.00		500.00	500.00		500.00
457	Hammond, Ind.	13,767.60	6,514.14	7,253.46		7,253.46	9,702.01		9,702.01
496	Indianhead, Md.	253.40		253.40		253.40	254.57		254.57
398	Lowell, Mass.	3,542.74		3,542.74	2,164.10	5,706.84	4,756.20	2,164.10	6,920.30
246-A	Moline, Ill.								
246-B	East Moline, Ill.								
246	Rock Island, Ill.	61,255.29	17,354.28	43,901.01	367.39	44,268.40	61,868.91	367.39	62,236.30
880	Neville Island, Pa.				12,299.35	12,299.35		12,299.35	12,299.35
271	New Brunswick, N. J.	15,218.79	5,966.87	9,251.92		9,251.92	9,796.08		9,796.08
1371	New Castle, Del.	3,373.38		3,373.38	10,574.82	13,948.20	3,918.48	10,574.82	14,492.30
157	New London, Conn.	11,089.01	8,185.15	2,903.86		2,903.86	4,093.08		4,093.08
382	Newport, R. I.	2,525.35	50.62	2,474.73	1,017.97	3,492.70	2,706.53	1,017.97	3,724.50
404	Niagara Falls, N. Y.	18,053.17	5,400.16	12,653.01	89.37	12,742.38	13,563.20	89.37	13,652.57
481	Niles, Ohio								
138	Sharon, Pa.	46,662.93	523.99	46,138.94	5,055.26	51,194.20	61,063.46	5,055.26	66,118.72
118	Warren, Ohio								
150	Norfolk, Va.	13,929.26	7,605.38	6,323.88	1,950.42	8,274.30	6,870.34	1,960.42	8,830.76
503	Philadelphia, Pa.	29,191.55	28,446.90	744.65	1,092.60	1,837.25	1,092.60		1,092.60
62	Quincy, Mass.	2,822.77	6.00	2,816.77	1,740.10	4,556.87	2,816.17	1,740.10	4,556.27
2125	Pompton Lakes, N. J.	291.90		291.90		291.90	330.60		330.60
2190	Port Penn, Del.								
604	Portsmouth, N. H.	8,938.87		8,938.87	3,907.51	12,846.38	12,946.79	3,907.51	16,854.30
1368	Seven Pines, Va.	10,456.71	843.67	9,613.04		9,613.04	9,630.54		9,630.54
130	Staten Island, N. Y.	13,461.11		13,461.11	1,328.51	14,789.62	14,262.68	1,328.51	16,591.14
581	Pacific Coast:								
141	Vallejo, Calif.								
581	Bremerton, Wash.	20,107.01		20,107.01		20,107.01			
141	Washington, D. C.	105,391.76	5,138.79	100,252.97	61,180.50	161,433.47	117,997.98	61,901.62	179,899.55
380	Waterbury, Conn.	9,361.00	2,056.64	7,304.36	10,142.58	17,446.94	8,769.42	11,704.44	20,473.86
389	Watertown, N. Y.	35,003.12	1,462.01	36,541.11	15,867.31	52,408.42	52,397.77	15,867.31	68,265.08
151	Watervliet, N. Y.	793.25		793.25		793.25	926.60		926.60
	Miscellaneous	25.00		25.00		25.00	25.00		25.00
	Gordon Van Tine, St. Louis	14,793.19		14,793.19		14,793.19	23,077.45		23,077.45
	Total	810,526.89	171,714.06	638,812.83	278,485.21	917,298.04	805,804.72	287,510.39	1,093,326.11
	Ready-cut houses:								
	10 Arlington, Mass.	9,871.91		9,871.91		9,871.91	16,409.00		16,409.00
	17 Huntington, W. Va.	16,148.00		16,148.00		16,148.00	25,245.00		25,245.00
	108 Kenova, W. Va.	82,068.03		82,068.03		82,068.03	161,799.75		161,799.75
	65 Norfolk, Va.	46,183.24		46,183.24		46,183.24	96,525.00		96,525.00
	150 Huntington, W. Va.: To Navy	154,271.18		154,271.18		154,271.18	299,978.75		299,978.75
		1.00		1.00	222,749.00	222,750.00	1.00	222,749.00	222,750.00
	350 Total ready cuts	154,272.18		154,272.18	222,749.00	377,021.18	299,979.75	222,749.00	622,728.75
	Grand total	964,799.07	171,714.06	793,085.01	501,234.21	1,294,319.22	1,105,784.47	510,268.39	1,616,052.86

Project No.	Location.	Loss.	Percentage of loss.	Cash received total sales.	Cash received refunds.	Cash received net sales.	Net salvage value, sold but undelivered, and unsold material.
56	Aberdeen, Md.	\$1,506.31	22.66	\$9,648.06	\$4,511.32	\$5,136.74	\$200.00
621	Alliance, Ohio.	10,884.10	26.52	27,431.74	907.54	26,524.20	14,000.00
59	Bath, Me.	817.02	10.73	8,250.19	2,211.70	6,038.49	10,000.00
24	Bethlehem, Pa.	71,273.79	21.30	182,545.33	36,728.75	145,816.58	260,000.00
102	Bridgeport, Conn.	2,741.95	11.21	18,858.13	1,645.53	17,212.55	25,000.00
456	Butler, Pa.	7,005.89	25.40	17,526.97		17,526.97	10,684.31
18	Charleston, W. Va.	385.00	5.24	13,391.43	6,439.04	6,952.39	7,000.00
246-C	Davenport, Iowa	7,322.86	14.70	46,520.19	9,785.27	36,734.92	35,000.00
10	Erie, Pa.	2,668.76	6.61	42,546.69	20,026.66	22,520.03	25,000.00
471	Ernston, N. J.			500.00		500.00	
457	Hammond, Ind.	2,446.55	25.24	13,767.60	6,514.14	7,253.46	
496	Indianhead, Md.	1.17	.46	253.40		253.40	15,000.00
398	Lowell, Mass.	1,213.46	17.58	3,542.74		3,542.74	
246-A	Moline, Ill.						
246-B	East Moline, Ill.						
246	Rock Island, Ill.	17,987.90	28.89	61,255.29	17,354.28	43,901.01	6,000.00
880	Neville Island, Pa.						800.00
271	New Brunswick, N. J.	544.16	5.56	15,218.79	5,966.87	9,251.92	8,000.00
1371	New Castle, Del.	545.10	3.76	3,373.38		3,373.38	50,000.00
157	New London, Conn.	1,192.22	29.13	11,089.01	8,185.15	2,903.86	3,000.00
382	Newport, R. I.	231.80	6.22	2,525.35	50.62	2,474.73	171.00
404	Niagara Falls, N. Y.	910.19	6.67	18,053.17	5,400.16	12,653.01	4,500.00
481	Niles, Ohio						
138	Sharon, Pa.	14,994.52	22.57	46,662.93	523.99	46,138.94	500.00
118	Warren, Ohio						
150	Norfolk, Va.	546.46	6.20	13,929.26	7,605.38	6,323.88	245,000.00
503	Philadelphia, Pa.	347.95	31.85	29,191.55	28,446.90	744.65	25,000.00
62	Quincy, Mass.			2,822.77	6.00	2,816.77	20,000.00
2125	Pompton Lakes, N. J.	38.70	11.71	291.90		291.90	(1)
2190	Port Penn, Del.						(1)
604	Portsmouth, N. H.	4,007.92	28.78	8,938.87		8,938.87	100.00
1368	Seven Pines, Va.	17.50	.18	10,456.71	843.67	9,613.04	(2)
130	Staten Island, N. Y.	801.52	5.14	13,461.11		13,461.11	
	Pacific Coast:						
581	Vallejo, Calif.						(1)
141	Bremerton, Wash.			20,107.01		20,107.01	
580	Washington, D. C.	18,466.08	10.26	105,391.76	5,138.79	100,252.97	64,000.00
	Waterbury, Conn.	3,026.92	14.78	49,361.00	3,797.75	45,563.25	5,000.00

1 No surplus reported.

2 Being salvaged by Ordnance Department.

3 No inventory.

REPORT UNITED STATES HOUSING CORPORATION.

Statistics of sales, by projects, as of June 30, 1919—Continued.

Project No.	Location.	Loss.	Percentage of loss.	Cash received total sales.	Cash received refunds.	Cash received net sales.	Net salvage value, sold but undelivered, and unsold material.
389	Watertown, N. Y.....	\$15,856.66	23.23	\$38,003.12	\$1,462.01	\$36,541.11	\$24,000.00
151	Watervliet, N. Y.....	133.35	14.39	793.25		793.25	
	Miscellaneous.....			25.00		25.00	
	Gordon Van Tine, St. Louis.....	8,284.26	35.90	14,793.19		14,793.19	
	Total.....	196,133.08	17.93	705,637.18	165,852.05	539,785.13	866,071.00
	Ready-cut houses:						
	10 Arlington, Mass.....	6,537.09		9,871.91		9,871.91	
	17 Huntington, W. Va.....	9,097.00		16,148.00		16,148.00	
	108 Kanova, W. Va.....	79,731.72		82,068.03		82,068.03	
	65 Norfolk, Va.....	50,341.76		46,163.24		46,163.24	47,000.00
	150 Huntington, W. Va.: To Navy.....	145,707.57	48.50	154,251.18		154,251.18	47,000.00
	350 Total ready cuts.....	145,707.57	27.80	154,251.18		154,251.18	47,000.00
	Grand total.....	341,840.65	21.20	859,888.36	165,852.05	694,036.31	913,071.00

Projects 1367, Tullytown, Pa.; 1368, Woodbury, N. J.; and 471-A, South Amboy, N. J., omitted from above; no inventory; being salvaged by Ordnance Department; no report of sales in this office.

NOTE.—No costs are shown against Bremerton and Vallejo sales as same have not been received in this office. Therefore we have not included in the percentage of loss any item for loss on Bremerton and Vallejo sales. There are a few items of cost applying on sales on various projects shown above which we have not been able to compute and therefore have omitted same in this report. This difference, however, will not alter the report by more than 1 per cent.

CANCELLATION OF CONTRACTS AND SALE OF FURNITURE.

Upon the signing of the armistice on the 11th of November, it was immediately decided to shut down a vast number of housing projects, and such furniture and equipment as had not been shipped from the factories to these abandoned projects was canceled by wire. The Operating Division had, however, many large shipments of furniture and equipment which were en route and which could not be canceled. It was therefore necessary for them to have their field inspectors remain at the various projects to receive and hold this merchandise until definite disposition could be made of it. It was decided by the executive committee that merchandise owned by the United States Housing Corporation would be sold by competitive bids at public auction. For this reason blanks were drawn up for disposing of merchandise to competitive bidders, all bids being stamped for approval of the salvage committee.¹ A certified check was attached to the highest bid—and the salvage committee authorized its acceptance or rejection.

Material which could not be sold in this way was assembled and sold at public auction. In this manner furniture and equipment at the Hotel Newton, Woodbury, N. J.; the recreation building at Bethlehem, Pa.; the Conrad House, Erie, Pa.; the Casselman Apartments, Erie, Pa.; and the surplus furniture, blankets, commissary equipment, etc., from Seven Pines, Va., and Norfolk, Va., were all disposed of at auction with satisfactory results.

In canceling contracts with many of the manufacturers it was found necessary to pay these manufacturers indemnities for accepting cancellations. In each case an investigation was made of the facts regarding material and labor as listed by the manufacturer, and the report was submitted to the salvage

committee. Where the salvage committee approved, it was passed on for the consideration and approval of the executive committee, and when rejected, the material was included with the merchandise on hand for sale to the highest competitive bidder.

ORGANIZATION OF SELLING AGENCY FOR FURNITURE AND EQUIPMENT.

On January 1, 1919, the furniture and equipment section of the Operating Division had merchandise amounting to approximately \$425,000. To dispose of this material a sales agency organization was created, replacing the purchasing organization. This was deemed necessary, as the selling of an article is quite different from the purchasing of it. It was decided to locate this selling organization at some central point, where the buying power was greatest, and for this reason, New York City was selected.

Space for this display and storage was secured in the Printers Craft Building, Thirty-fourth Street and Eighth Avenue, through the courtesy of the War Department without charge to the United States Housing Corporation. All surplus material from abandoned projects within the vicinity of New York City was shipped to this storeroom and samples of all articles we had for sale were secured and exhibited. This salesroom was given up on March 1, 1919, and all sales have since been handled from the Washington office.

Furniture and equipment costing the corporation \$427,989.51 had been sold by June 30, 1919, for \$277,675.21, or 65 per cent of cost. Equipment valued at \$108,554.82 has been transferred to other projects. Equipment costing \$462,537.32 was in use at projects being operated by the Housing Corporation. Equipment valued at \$188,112.28 not disposed of by June 30, 1919, will be sold as soon as practicable.

L. G. SMITH,

Chief, Furniture and Equipment Section,
February 1, 1919, to _____.

¹ Committee consisting of the managers of the Operating and Fiscal Divisions and sales branch, superseded by property custodian June 15, 1919.

Disposition of furniture and equipment to June 30, 1919.

Project No.	Location.	Total value original equipment.	Value of equipment transferred.	Value of equipment at operated project.	Value of equipment held for disposal.	Original value equipment sold.	Selling price equipment sold.
54-A BD.	Washington, D. C., dormitories	\$330,013.31	\$5,985.90	\$315,555.41	\$5,000.00	\$3,742.00	\$2,352.00
54-C.	Washington, D. C., Twenty-third and B Streets	179,179.71	9,491.05		988.20	168,700.46	92,785.26
56.	Aberdeen, Md.	4,867.97	176.40	12,190.20	291.50	2,299.87	1,345.93
24.	Bethlehem, Pa.	20,120.96	498.02		17,111.39	2,511.55	2,172.77
141.	Bremerton, Wash.	15,349.00		15,349.00			
244.	Elizabeth, N. J.	2,442.57	930.93			1,511.94	1,726.36
471.	Ernston, N. J.	2,686.88	2,540.63			146.25	220.00
10.	Erie, Pa.	5,414.95	796.50			4,618.45	3,104.09
496.	Indianhead, Md.	13,547.32		13,547.32			
2990.	Mount Pleasant, Del.	3,813.71	3,813.71				
581.	Vallejo, Cal.	22,036.40		22,036.40			
880.	Neville Island, Pa.	5,868.28	4,592.60			1,275.68	1,037.13
271.	New Brunswick, N. J.	12,219.45	11,902.82	185.43		131.20	138.20
1371.	New Castle, Del.	41,187.12	5,793.68			35,393.44	25,104.20
2125.	Pompton Lakes, N. J.	5,403.79	4,643.79			760.00	798.50
150-A.	Portsmouth, Va.	93,809.29			93,362.99	446.30	256.38
62.	New York, N. Y., warehouse	16,877.21	1,690.56			15,186.65	10,565.40
1368.	Quincy, Mass.	66,600.12	29.75	65,548.08		1,022.29	513.25
27-A and 27-C.	Seven Pines, Va.	45,338.10	3,552.94	5,244.46		34,185.63	25,748.29
59.	Washington, D. C., Navy Yard	64,347.12	15,777.23		41,572.19	6,997.70	5,770.04
246-A.	Bath, Me.	1,996.42		1,996.42			
380.	Moline, Ill.	5,531.08		5,531.08			
389.	Waterbury, Conn.	942.60		700.76	241.84		
382.	Watertown, N. Y.	1,692.40		1,692.40			
157.	Newport, R. I.	507.24		507.24			
457.	New London, Conn.	1,563.12		1,563.12			
246.	Hammond, Ind.	2,139.80		2,139.80			
503.	Rock Island, Ill.	36.00		36.00			
481.	Philadelphia, Pa., Navy Yard	48.75		48.75			
404.	Niles, Ohio	109.00		109.00			
246-C.	Niagara Falls, N. Y.	1,951.38		1,951.38			
578.	Davenport, Iowa	2,343.78		2,343.78			
	Illon, N. Y.	80.25	80.25				
	Washington, D. C.: Commandeered houses	74,110.44	36,158.06		29,544.17	149,150.10	104,080.97
604.	Reserve stock	140,741.89					
102.	Kittery Point, Me.	3,974.19		3,974.19			
	Bridgeport, Conn.	287.10		287.10			
		1,189,179.00	108,554.82	462,537.32	188,112.28	427,989.51	277,675.21
	Duplication of purchase record due to transfer	107,797.61					
	Total original purchases	1,081,381.39					

Loss due to transfer and delivery..... \$1,985.07
 Merchandise valued at..... \$55.41
 Merchandise valued at..... \$701.80

¹ Unable to locate at time of disposal.
² Portion disposed of by Construction Division.

³ Transferred to supply division.
⁴ Transferred for sales purposes.

THE ADJUSTMENT COMMITTEE.**PURPOSE.**

In order to adjust the claims of contractors and vendors arising out of the cancellation of work following the signing of the armistice, an adjustment committee was appointed on November 13, 1918, to which all claims were referred, where remuneration was claimed for loss due to cancellation or curtailment of a contract or order. To this committee was also assigned the adjustment of claims on projects upon which work was proceeding where the contractor claimed additional remuneration due to changes in the kind and amount of work involved.

METHOD.

When a contract had to be adjusted the contractor's claim was presented, with a report from the project manager, and after revision by the committee the contractor was invited to appear for discussion of his claim, so that whenever possible an amount might be determined upon which the contractor would agree to accept and to which the committee considered he was reasonably entitled. When this amount was arrived at, the adjustment committee submitted a recommendation to the executive committee, setting forth

in sufficient detail the contractor's claim and stating the reasons for the allowance recommended. Where the adjustment committee and the contractor could not agree upon an amount, the former submitted a recommendation in similar form, stating the amount to which it considered him entitled, for action of the executive committee. The latter committee might decide either to offer the contractor an additional sum to obtain a settlement or to let the contractor take steps other than this as provided in his contract.

The settlement of vendors' claims was made under a slightly different procedure. When the claim was received an adjuster, acting under the direction of the committee, checked the actual material, if any, fabricated or held by the vendor and which the corporation had refused to receive, and whenever possible made a tentative agreement with the vendor as to the value of this less the salvage value, and so reported to the committee. When the vendor refused to allow satisfactory salvage, the material was reported to the sales department for disposal. The adjustment committee reviewed the adjuster's report and either approved it and incorporated it in a recommendation to the executive committee, or returned it for further negotiations.

STATISTICS OF ADJUSTMENTS.

Up to December 31, 1919, 144 contracts and 202 vendors' claims have been adjusted in the above manner. The number of unadjusted contracts had been reduced to two, and there remained only four unadjusted miscellaneous claims.

PERSONNEL.

The adjustment committee as constituted November 13, 1918, consisted of Mr. Max Dunning, manager of the Requirements Division, chairman; Mr. W. A. Payne, assistant to the general manager; Mr. G. B. Beaumont, general supervisor, and Mr. Hugh McLaren, chief of the contract section. Mr. C. H. Brewster, treasurer, and Mr. E. E. Jacobsen, contract adviser, sat with the committee in an advisory capacity to pass on financial and legal questions. On March 1, 1919, the members of the original committee were obliged by pressure of pri-

vate business to leave the corporation, and a new committee was formed, composed of Mr. William Dall, of the Requirements Division, chairman; Mr. W. W. Dibrell, chief of the estimating branch; Mr. S. H. Francis, chief of the contract section; Mr. A. M. Worthington, chief of the requisition section; and Mr. R. A. McCulloch, project manager. On May 26, the president of the corporation and the manager of the Construction Division decided that the adjustment committee should assume the settlement of the contracts on all the active projects, and at their request Mr. McCulloch undertook this work as chairman, aided by Mr. Dall, Mr. H. V. Joslin, travelling cost engineer, and Mr. William C. Bradbury, assistant to the manager of the Construction Division. This work, involving the adjusting of 75 contracts and sub-contracts on 24 projects, was completed June 30, 1919.

R. A. McCULLOCH, *Chairman.*

APPENDIX XXIV.

COMMISSION ON LIVING CONDITIONS.

Organization and purpose—War Workers' Community Service—Porto Ricans employed on Army construction—Living conditions in Washington, D. C.—Conferences of Federal agencies serving communities—Change of plan due to armistice—Conferences attended—Housing policy of the Federal Government—Finances—Summary statement covering the purposes and progress of the conference of Federal agencies serving communities—Tentative statement concerning proposed permanent conference of Federal agencies serving communities.

ORGANIZATION AND PURPOSE.

The commission on living conditions of war workers was appointed by the Secretary of Labor on the recommendation of the War Labor Policies Board during October, 1918. Its first meeting was held October 21, 1918.

The commission on living conditions immediately held conferences with the Secretary of Labor, F. A. Keppel, Third Assistant Secretary of War; Raymond Fosdick, Maj. Tully, F. C. Butler, and others of the War Department; the United States Housing Corporation; officials of the Passenger Transportation and Housing Division of the Emergency Fleet Corporation; and other Government officials to learn where "living conditions" were a factor in retarding war production and to devise ways and means of improving such conditions.

WAR WORKERS' COMMUNITY SERVICE.

It was found that recreation was one of the serious lacks in war industry centers. After consultation with the Young Men's Christian Association, the Young Women's Christian Association, the Playground and Recreation Association of America, the War Time Commission of Protestant Churches, and others it was determined to ask the Playground and Recreation Association of America to undertake the coordination and stimulation of local agencies to meet the social and recreational needs of the workers in communities in which large numbers of war workers were housed.

In pursuance of this plan, the Playground and Recreation Association made surveys of living conditions in the following cities: Alton, Ill.; Baltimore, Md.; Bethlehem, Pa.; Brunswick, Ga.; Cleveland, Ohio; Davenport, Iowa; Rock Island, Ill.; Moline, Ill.; Dayton, Ohio; Duluth, Minn.; East Chicago, Calumet, and Indiana Harbor, Ind.; Erie, Pa.; Gary, Ind.; Hammond, Ind.; Kalamazoo, Mich.; Kenosha, Wis.; Lorain, Ohio; Milwaukee, Wis.; Mobile, Ala.; Newport News, Va.; Nitro, W. Va.; Norfolk, Va.; Peoria, Ill.; Lackawanna, N. Y.; Racine, Wis.; Spar-

rows Point, Md.; Waterbury, Conn.; Whiting, Ind.; Youngstown, Ohio; and the West Virginia coal camps.

As a result of conditions found, a War Workers' Community Service was organized in approximately 30 cities. The commission on living conditions desires to express its appreciation of the work done by the Playground and Recreation Association of America under the name of War Workers' Community Service. The best evidence of its value is the desire shown by local communities for its continuance.

PORTO RICANS EMPLOYED ON ARMY CONSTRUCTION.

Late in October reports reached the Department of Labor that Porto Ricans brought over by the United States Employment Service to work on construction of Army cantonments were not receiving fair treatment. A personal investigation by Mr. Voll, of this commission, revealed the fact that the Porto Ricans at Camp Bragg, N. C., had been unintelligently and unfairly treated. At Camp Jackson, S. C., on the other hand, conditions were good. The War Department officials appreciated having the facts revealed and took immediate steps to provide transportation for those who wished to go home and to improve conditions for the others.

LIVING CONDITIONS IN WASHINGTON, D. C.

The excessive increase in population of the city of Washington created during the winter an extremely serious situation, which was only in part relieved by the exodus which followed the armistice. The commission on living conditions was largely instrumental in securing the reopening of an emergency hospital to care for the secondary run of influenza.

Assistance was given the War Camp Community Service in its preparation to care for recreation needs of Government employees. The Government Recreation League was aided throughout the winter and was finally placed on a firm basis by affiliation with the Federal Employees' Union.

At the suggestion of the commission on living conditions the Federal Social Service Workers were organized for the purpose of studying the working and living conditions of Government employees.

CONFERENCES OF FEDERAL AGENCIES SERVING COMMUNITIES.

In order to learn what service the Federal Government offers to communities, the commission on living conditions called in conference in January representatives of the Federal agencies dealing with communities, i. e., the Bureau of Education, States Relations Service (Agriculture), Bureau of Markets, Children's Bureau, Council of National Defense, United States Employment Service, United States Public Health Service, Bureau of Naturalization, United States Homes Registration Service, and several others of the war services. It was decided to hold weekly sessions for the purpose of exchange of information on the work of the various services.

A plan of more permanent organization was discussed. It was not acted upon because of the likelihood that several of the services represented in the conference would not be continued after June 30, 1919. (For copy of the proposed organization see pp. 389-391.)

CHANGE OF PLAN DUE TO ARMISTICE.

The signing of the armistice necessarily changed the plans of the commission on living conditions. Thereafter more attention was given to the formulation of national policies relating to housing and living conditions and relatively less attention was given to particular places and conditions.

CONFERENCES ATTENDED.

Members of the commission attended the following conferences among others and in many cases gave addresses: National Conference on Social Work, Atlantic City; National Housing Conference, Boston.

HOUSING POLICY OF THE FEDERAL GOVERNMENT.

The commission on living conditions was in frequent consultation with the United States Housing Corporation, the Emergency Fleet Corporation and the War Department, Ordnance Bureau, in relation to the completion, operation, and disposal of the Government's housing properties.

In January, 1919, a conference was called to see whether the three governmental agencies concerned could not find a means of developing a single housing policy for the Government to be applied to all its housing properties. The War Department agreed to assign its permanent properties to the United States Housing Corporation for operation and disposal. No

common basis could be found on which the Emergency Fleet Corporation could work with the United States Housing Corporation.

The conclusions of the commission on living conditions on the completion, operation, and disposal of the Government's housing and transportation properties and in regard to the Federal Government's relation to housing problems and living conditions which face all communities are embodied in the "Program of disposition of war housing and transportation properties of the United States Government and for the promotion of needed housing service after the war," June 30, 1918, prepared for submission to the President of the United States at the request of the Secretary of Labor.

FINANCES.

The commission on living conditions received from the United States Housing Corporation a fund of \$25,000. It expended \$20,798.47 and returned \$4,201.53 June 30, 1919.

Respectfully submitted.

COMMISSION ON LIVING CONDITIONS.

JOHN R. RICHARDS, *Chairman.*

MRS. EVA W. WHITE.

JOHN A. VOLL.

J. HORACE MCFARLAND.

By EDITH ROCKWOOD,

Executive Secretary.

Summary statement covering the purposes and progress of the conference of Federal agencies serving communities.

On January 21, 1919, at the suggestion of Mr. John R. Richards, chairman of the commission on living conditions of the Department of Labor, representatives of the following bureaus and divisions of the Federal Government offering service to communities met in conference:

Department of Agriculture.—States Relations Service.

Department of Interior.—Bureau of Education—Educational Extension Division, Americanization Division.

Department of Labor.—Bureau of Naturalization, Children's Bureau, Commission on Living Conditions, Homes Registration Service, Negro Economics Division, United States Employment Service.

Treasury Department.—War Savings Division.

Council of National Defense.—Field Division.

The purpose of the conference was to discuss—

1. Whether it was advisable for the agencies of the Federal Government to work out a closer cooperation.

2. Services which the Federal Government has to offer to communities.

3. What, if any, form of community organization these services would unite in recommending.

It was decided at the conference to hold weekly sessions for the purpose of consultation and information and to invite to these conferences one representative of each distinct activity in the national administration (including separate activities in the same bureau) which either encouraged the organization of community groups other than strictly governmental local units or which sought to serve such groups as a necessary feature of its work. These meetings were held regularly until June 6. The following additional

bureaus and divisions subsequently sent representatives to some or all of the meetings:

Department of Agriculture.—Bureau of Markets.

Department of Commerce.—Waste Reclamation Service.

Treasury Department.—United States Public Health Service.

United States Bureau of Efficiency.

Post Office Department.

Discussions on the work of the following agencies were held:

Council of National Defense.—John S. Cravens, Arthur W. MacMahon, Elliott D. Smith.

Bureau of Education.—Division of Community Organization, Dr. Henry E. Jackson, E. J. Ward; community organization in the District of Columbia, E. J. Ward.

United States Public Health Service.—Dr. J. W. Schereschewsky.

United States Department of Agriculture, States Relations Service.—Dr. A. C. True.

Bureau of Education, Americanization Division.—F. C. Butler.

United States Department of Agriculture, Bureau of Markets.—C. W. Thompson.

United States Homes Registration Service.—Dr. James Ford.

It was early decided that it would be of immense value to the country if the Federal agencies dealing with communities would unite in publishing a bulletin explaining the service which each offers for the purpose of giving local officials and citizens groups a comprehensive idea of the service they may expect from the Federal Government. The material for this was largely gathered during the month of February. When Congress failed to pass on appropriations for 1920 before March 4, 1919, it was decided not to publish a bulletin until it was definitely known which of the war services were to be continued and which were to go out of existence July 1. The bulletin will therefore be completed as soon as possible after the passage of appropriation bills.¹

Throughout the series of conferences there was recurrent discussion as to the feasibility of some more permanent organization for a conference of the Federal agencies dealing with communities. The accompanying plan was proposed and discussed. No action was taken on this plan as it was deemed advisable to postpone any definite recommendations on such organization until the conference was called together in the fall. A committee consisting of Dr. A. C. True, of the States Relations Service, Department of Agriculture; Dr. Henry E. Jackson, of the Bureau of Education; and Dr. James Ford, of the United States Housing Corporation, was appointed to be responsible for the reconvening of the representatives of the various services on or about October 1.¹

It was agreed that a summary statement should be prepared describing this series of conferences; such statement to be submitted by the representative of each agency attending the conference to the head of his bureau or division and to the Cabinet officer in charge of the department.

Respectfully submitted.

EDITH ROCKWOOD,

Secretary.

JUNE 30, 1919.

Tentative statement concerning proposed permanent conference of Federal agencies serving communities.

The rapid increase in functions performed by the Federal Government has made it difficult for the citizen at home and even for the official in Washington to know what is going on. For the purpose of mutual education representatives of the 18 Federal

¹ There has been no further action on this program due to the paring of appropriations and the elimination of the various branches of Federal community service created during the war.—Ed.

agencies serving communities have been holding weekly conferences to discuss the work of each agency.

The immediate issue which called attention to the need for such getting together was the apparently divergent opinions and recommendations on the question of community organization. The war aggravated this situation because of the necessity for local organization, both for general and special purposes. The three departments primarily concerned with general organization were the Department of Agriculture, States Relations Service; the Council of National Defense, Field Division; and the Department of the Interior, Bureau of Education. Practically all the other agencies on the list were interested in local organizations for special purposes. It was for the purpose of securing a better understanding of the principles and policies actuating each agency and, in so far as possible, to secure a common procedure and common understanding for facing these problems that the first conference was called.

Statement of need of conference of Federal agencies serving communities.—As the Government assumes larger responsibilities for serving communities the bureaus and divisions in the several departments charged with the work find themselves working along lines parallel to each other and as the work grows find the agents of each service in the same community.

The relation of the Bureau of Education to other services illustrates this close connection:

1. With the Children's Bureau, Department of Labor, it is concerned with the passage and enforcement of compulsory education laws.

2. With the United States Public Health Service it is concerned with the care of the health of school children.

3. With the Bureau of Naturalization of the Department of Labor it concerns itself with Americanization.

4. Its community organization work with the schools as a center brings it in touch with the rural organization work of the Department of Agriculture, the Council of National Defense, and all other agencies which depend on community groups to make use of the services they offer.

5. With the States Relations Service of the Department of Agriculture, in so far as its extension work is done in connection with the schools.

6. With all bureaus conducting educational campaigns which call for the cooperation of school children.

7. With the Federal Board for Vocational Education, on vocational education.

These are a part of the direct working relations which the Bureau of Education must constantly maintain. Other services have similarly complex relations.

Beginning five years ago with the first Federal appropriations for agricultural extension to be distributed to States making the required State contribution, the demand for Federal aid has been rapidly increasing. It has already been provided for agricultural extension, forest service, roads, and vocational education. The last Congress considered plans for Federal aid to States for Americanization, the protection of mothers, general education, rural sanitation, home loans, etc. In so far as such bills receive the indorsement of Federal officials it should be given only with full knowledge of all similar proposals backed by other departments.

The following illustrations indicate that the lack of coordination in Washington is confusing to citizens and local officials:

"County child welfare committees write frequently to their State chairman asking what they should do about the proposals for work that come from several different federal and state organizations. 'Shall we take up the Red Cross home service?' 'What next?' They report receiving letters and printed matter on child welfare from the Council of National Defense, the Children's Bureau, publications of the Bureau of Education, the National

Child Labor Committee, the Parent-Teachers Association, and from numerous other sources, and ask what can be done to clear up the confusion.

"A superintendent of schools in a city of 30,000 wrote a Federal division, 'If the United States Government does not let us alone pretty soon I shall be tempted to throw up my job. We have four mail deliveries a day and three out of this four bring a request from some bureau or other. We are bombarded with questionnaires, requests for reports, orders to do this and that with our Americanization classes. I venture that very few superintendents have the time to read nine-tenths of the stuff that is sent out under Government frank.'

"A State superintendent wrote Washington, 'I should welcome any kind of assistance and aid, as would every school officer, providing we might know 'Who is who' and not be compelled to look now to this authority and now to that for advice and counsel.'"

A cross section of a local community shows the danger of duplicating effort between the rapidly increasing number of Federal, State, local, and volunteer agencies which are seeking to do community work. Where there is overorganization so much energy is consumed in operating the machinery that there is not enough left to do the work.

In securing concerted action on the part of the federal agencies it is highly desirable to preserve freedom in the parts, yet it is obvious that some unified plan of procedure would not only tend to eliminate needless waste, but would aid in the full development of each service.

Purposes of proposed organization.

As a means of continuing the conferences of the Federal services serving communities and of providing for the exchange of more detailed information where it is needed, the accompanying plan is proposed. It will, in the opinion of those who have attended these conferences, serve the following purposes:

1. It will insure each service's keeping in touch with what other services are doing.
2. It will promote cooperation between services.
3. It will enable the Federal agent in the field to differentiate between the services being rendered by the agency he represents and services offered by other Federal agencies, and will thus clear up the confusion as to what the Federal Government is doing.
4. Locally it will enable the agents of one service to know the work being done locally by other services and to cooperate with the agents of such other services.
5. It provides for periodical statements, under one cover, of the service to communities offered by the government in the various departments, bureaus, and divisions.
6. Thorough knowledge of the government service to communities will prevent starting of new activities by one agency which duplicate those being performed by another agency. Since the conference will have no executive power it will not limit any agency from performing the functions prescribed for it by law.
7. It will contribute to the development of well-considered, well-coordinated relations between the Federal government and the State and local governments and communities.
8. It will enable the Federal agencies which are encouraging community organizations to obtain full knowledge of the community organization relationships of the various Federal services and to develop from their common experience principles of organization which may be recommended to all communities.

The conferences which have been held have largely contributed toward these purposes. A more formal organization is desired to perpetuate and expand this service and to extend the benefit of these conferences to the individuals who cannot attend.

Suggested plan of permanent organization.

Committee.—There shall be a permanent committee entitled "The Interdepartment Committee on Community Service."

Authority.—It shall be established on the authority of the Secretaries of departments (or chairmen of independent boards) which are represented in its membership.

Membership.—It shall consist of one representative of each distinct activity in the national administration (including separate activities in the same bureau) which either encourages the organization of community groups other than strictly governmental local units or which seeks to serve such groups as a necessary feature of its work. Each representative shall be designated to the committee by the secretary of his department (or chairman of his board or commission if independent). Additions shall be made from time to time, if necessary, at the invitation of the committee upon the suggestion of its secretary.

Chairman.—The committee shall elect a chairman, whose duty it shall be to approve the call of and to preside at its meetings.

Secretary.—The committee shall choose a permanent secretary. He (or she) shall give full time to the affairs of the committee. He shall have at least one full-time assistant. His office shall be available as the meeting place of the committee. The secretary shall not be a member of any one of the services participating in the committee.

Meetings.—Meetings shall be held at the call of the chairman through the secretary. Not less than one shall be held each month.

Procedure.—The plan outlined above provides for a full-time secretary because it is felt that to make a series of conferences and a clearing house of information continuously successful there must be some one whose primary concern is this service.

The secretary's office would render the following service to the members of the conference:

1. Arrange for monthly conferences on subjects of common interest; e. g., community buildings, forums, use of films for educational propaganda, public-health demonstrations in communities, community organization for general purposes, group organization for special purposes, relation of community groups to political organization, experiments in local government, transportation and urban congestion, the migration from the farm to the city, Americanization, protection of mothers, recreation in rural and urban communities, the copartnership tenancy solution for housing ills, migration of negroes, cooperative buying and selling, and other similar questions which directly or indirectly concern the Federal agencies serving communities.
2. Provide library on community life and community organization and the Federal department's relations to communities.
3. Maintain library reference service to make available to the Federal agencies the material in its own library, in any library in Washington, or to obtain information from whatever source may be necessary.
4. The secretary would familiarize himself with the work of each agency for the purpose of calling attention to any work of similar character being carried on by another department.
5. In the case of proposed new projects or policies he would arrange for discussion between the agencies concerned or by the whole conference, if of general interest, to secure for the agency embarking on the new project all the related experience available.
6. Maintain an index of organized communities and activities conducted.
7. Prepare for publication annually a joint statement of service offered communities by the Federal Government.
8. Issue currently a news letter to the Federal agencies citing briefly items of interest in the Government's service to communities and news items concerning related events.

9. Prepare information to be sent field agents concerning work of all Federal agents, including for each district special information on local activities.

10. Arrange for sending to the local Federal agent notice of Federal officials who are coming into his territory so that he may call upon them for such assistance as they are in position to give him.

It is not anticipated that the secretary would maintain direct relations with any of the field agents of the services concerned nor with local officials or community groups. He would serve primarily

the Washington offices and they would be responsible for forwarding the information obtained to their field organizations.

Finance.

It has been agreed that preferably such an office shall be attached to the President's office.

If this is not found to be possible at the present time, an attempt will be made to find one of the departments which can supply the necessary funds.

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1921

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION

WAR EMERGENCY CONSTRUCTION
(HOUSING WAR WORKERS)

REPORT
OF THE
UNITED STATES HOUSING
CORPORATION

VOLUME I
ORGANIZATION, POLICIES, TRANSACTIONS



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